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ABSTRACT

A conceptual framework that provides a mechanism for anticipating the worth and potential success of staff development activities, in advance of their implementation, is described. In the first section, descriptions are given of the four main components of the staff development framework: defining staff development, salient organizational features, participants' roles, and an evaluation perspective. A description is given of the roles of key participants in staff development: the planners, providers, recipients, and evaluators. Section II provides a full discussion of each of the dimensions, its conditions, and their interrelationships. Section III illustrates the use of the conceptual framework for appraising the value of proposed staff development activities. Several typical staff development activities are analyzed to show the use of the framework for forward-looking evaluation. The concluding section briefly discusses research and policy issues arising from the application of the framework to staff development activities. (JD)

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A RAND NOTE

A CONCEPTUAL FRAMEWORK FOR THE ANALYSIS OF STAFF DEVELOPMENT

Gary D. Fenstermacher, David C. Berliner

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FOREWORD

To reach the audience we believe may benefit most from our efforts--school staffs and those who make and implement staff development policy--we have taken several liberties in the preparation of this report. The greatest of these is the extent to which we have infused our own ideas into this document. The framework described here is very much the product of our own thinking, informed by our reading, research, and personal experience with school site and district staffs. We are grateful to Richard J. Shavelson and to The Rand Corporation for the rare opportunity to reflect on and write about our ideas without feeling constrained by the conventional demands of academic format, style, and structure.

A second liberty is the paucity of documentary detail, given the breadth and novelty of the ideas presented. We have not analyzed critical issues, provided empirical confirmation, or cited specific references in the numbers our academic colleagues might prefer. We intend this report as a service more to those who make and implement staff development decisions--and those who must abide by them--than to those who are expanding the boundaries of knowledge and testing the accrued wisdom of the field.

The final liberty is exemplified by specific reference to classroom teachers. We believe that the ideas are just as applicable to staff development activities for other school personnel (e.g., coordinators, supervisors, site administrators, and district officials), but we chose to avoid illustrating these applications. To do so would require threading the discussion back and forth among the different target groups, resulting in a style of writing we thought confusing and cumbersome. Despite the fact that the document refers only to staff development for teachers, the reader should have little difficulty adapting its content to other typical staff development audiences.

Our debt to Richard Shavelson for the support and discretion he allowed us has already been acknowledged. We are also thankful for his careful (and ample) critiques. Virginia Koehler and Joseph C. Vaughan

of the National Institute of Education provided helpful analyses, as did Milbrey McLaughlin of The Rand Corporation. Joseph Vaughan proved again how valuable a contract monitor can be, offering encouragement along with critical commentary.

At this point it is customary to remark on our sole responsibility for errors and misinterpretation. Given the way this document is written, our acknowledgement of responsibility is much more than a passing nod to an honorable custom. Because we have ventured beyond available scholarship and depended extensively on our experience, the conceptions and conclusions set forth are especially vulnerable to criticism. We believe, however, that the potential value of the framework is worth the risk incurred whenever one goes beyond what is commonly accepted or proven.

Gary D. Fenstermacher
David C. Berliner

August 1983

PREFACE

This research Note was written by two Rand consultants at a time when the National Commission on Excellence in Education characterized the nation as being *at risk* because its "educational foundations" are "being eroded by a rising tide of mediocrity." Not unexpectedly, politicians, policymakers, and educators have closely scrutinized the present and future teaching force and found it wanting. The percentage of young men and women planning to enter the teaching profession has systematically decreased over the past ten years as has their quality as measured by scholastic aptitude tests. The present teaching corps has been characterized as aging both in years and in the currency of their knowledge of subject matter and technological innovations, in spite of the millions of dollars being spent annually on inservice training.

The framework described here provides a timely analysis of ingredients and procedures essential to staff development activities that can reasonably be expected to lead to sustained changes in teachers' knowledge, pedagogical skills, or both. As such, it furthers the mission of Rand's Education and Human Resources Program to conduct research on pressing problems facing the nation's schools.

This research, sponsored by the National Institute of Education, should be of particular interest to school staffs and to those who make and implement staff development policy. It should also interest national policymakers as they deliberate on alternatives for updating the knowledge and skills of the nation's teachers.

SUMMARY

This Note presents a conceptual framework for appraising the value of staff development activities. The main components of the framework are (1) a definition of staff development, (2) a mapping sentence describing four of the salient organizational features of staff development, (3) a description of the roles of key participants in staff development, and (4) an evaluation perspective for staff development. The framework was designed to be particularly useful for appraising the value of staff development activities that are under consideration, but have not yet occurred ("forward-looking evaluation"). However, the framework may also be used to determine the value of staff development activities that have already taken place ("backward-looking evaluation").

The evaluation perspective (component 4) consists of three dimensions: worth, success, and merit. Each dimension contains a number of conditions, which must be fulfilled if that dimension is to be judged satisfactory. It is argued that a staff development activity is worthwhile when the theoretical, moral, and evidential conditions are met. A staff development activity is considered successful to the extent that the objectives, diagnosis, instruction, application, and duration conditions are met. A staff development activity is considered meritorious when the conditions of sensibility, variability, incentives, and maintenance are met. Section II provides a full discussion of each dimension, its conditions, and their interrelationships.

Section III illustrates the use of the conceptual framework for appraising the value of proposed staff development activities. Several typical staff development activities are analyzed to show the use of the framework for forward-looking evaluation.

The framework and accompanying evaluation perspective are intended as a useful aid to school administrators, staff development reviewers, funding officers and other decisionmakers who face the task of appraising the value of staff development activities. The framework should be especially helpful for anticipating the value of proposed staff development activities.

The concluding section briefly discusses research and policy issues arising from the application of the framework to staff development activities.

CONTENTS

FOREWORD iii

PREFACE v

SUMMARY vii

FIGURES xi

TABLES xi

Section

I. INTRODUCTION 1

II. THE FRAMEWORK 4

III. APPLICATIONS OF THE FRAMEWORK 29

IV. IMPLICATIONS OF THE FRAMEWORK FOR RESEARCH ON STAFF DEVELOPMENT 66

REFERENCES 79

TABLES

1. The Dimensions and Conditions of the Evaluation Perspective 17

2. Sources of Information Relevant to Fulfillment of Selected Evaluation Conditions 74

FIGURES

1. Profile of a staff development activity: A workshop on sex role stereotyping 7

2. Profile of a staff development activity: A group of teachers formed to study reading research 8

3. Heuristic for analyzing and evaluating Staff development proposals 31

I. INTRODUCTION

"Staff development" has become one of the buzzwords of the 1980s. As criticism of public schooling increases in scope, and as standardized test results lay bare the apparent shortfall in expectations for schools, thoughts turn to what is wrong. For good reasons and bad, teachers often become the target of concern for the alleged maladies of contemporary schooling. They are closest to students, hence prime suspects in the search for reasons why so much seems amiss. On looking closely at teachers as a group we note that their average age is greater now than twenty years ago; could they have lost touch with what is required for effective teaching in this new age? When we turn to those who have just entered the profession, or are now preparing to enter it, we find that this group now contains fewer of the most intellectually able of the college populations. Our concern for the seniority of current teachers and the capabilities of the newest teachers prompts us to seek ways of assisting both experienced and novice teachers. Staff development is viewed as one of the major ways of helping.

It would, however, be shortsighted to lay at the feet of this nation's teachers the blame for whatever ills are thought endemic to public schooling. For, as teachers engage students at the school site, the ground around them is changing rapidly. Here are just a few of these changes:

- Our knowledge of the universe and the things in it changes and expands at extraordinary speeds.
- The technology for studying and communicating these changes develops far faster than our capacity to exploit it intelligently.
- The nature of family groups and family life, especially the growing number of mothers working outside the home and single parent families, significantly alters the already fragile bonds between school and home.

- Civil rights and civil liberties affect the schools by transforming the compositions of school staffs and student bodies, and by redefining the relationships between staff members and students.
- The policymaking and regulatory powers of various governmental agencies are shifting dramatically, increasing at some levels and decreasing at others.
- Demands for accountability, made more strident by a lengthening period of recession and inflation, create a kind of fishbowl existence for school personnel, exposing minor shortcomings with the same intensity and fervor as serious problems.

These shifts in the social, political, and economic character of schooling make it obvious that the problems of schooling involve far more than is made obvious by such simple expressions as "poor teaching" or "inadequately prepared teachers." Teachers do need help, but this need is not necessarily due to lack of skill or commitment. Rather it is due to the need to understand and keep pace with the manifold and rapid changes that impinge on schooling. In this decade, staff development has come to be recognized as one of the important and powerful ways to assist not only teachers, but all members of the education profession. Thus has it become one of the buzzwords for the 1980s.

The staff development of the eighties is not the same as the inservice education of earlier decades. In earlier times, teachers were typically thought to have the primary responsibility for their own renewal, reading what they believed most helpful, taking such courses as they thought valuable for their work, and attending clinics and workshops which promised to increase their capacity to instruct. It is no longer possible for teachers to close their classroom doors and in doing so, disconnect themselves from the world beyond. Modern teachers function in a complex environment of policy, law, regulation, special programs, organizational structures, communication systems, and professional associations. For these and other reasons, staff development has become an activity that encompasses much more than a

single teacher acting as an individual (though when it does, on occasion, involve a single individual, it is understood that this person's activities are a part of the larger environment of the school). Modern staff development is an enterprise of groups of teachers, often working in concert with specialists, supervisors, school administrators, counselors, parents, and many other persons who populate or are connected with the modern school. As such, staff development has become a major activity, involving the time and resources of many persons and making extensive demands on school system budgets.

Because staff development has become one of the major undertakings of the contemporary education scene, we believe it is essential that school personnel possess some mechanism for appraising its value. Unfortunately, the traditional mechanisms of evaluation are not so useful for staff development as for many other activities of the school. The reason is that many staff development activities do not recur under similar conditions with the same personnel. Rather, staff development may be a one-shot undertaking, wherein determining its value after it has occurred is not very beneficial because there is little likelihood that the same activity will occur again soon with the same kinds of personnel. Or, at the opposite extreme, the staff development activity may be a somewhat amorphous "school improvement" undertaking planned for an extensive period of time; waiting until it is over to assess it means that much time, talent and money have been expended before the results are in. Many staff development activities would benefit from a coherent mechanism for anticipating their worth and success in advance. The framework presented here is intended to fulfill that function and will enable school decisionmakers to determine the likely value of proposed staff development activities.

II. THE FRAMEWORK

The staff development framework described in this section has four main components:

1. A definition
2. A mapping sentence
3. A description of participant roles
4. An evaluation perspective

Each component will be discussed in turn.

Component 1: Definition of Staff Development

Staff development is defined as

> The provision of activities designed to advance the knowledge, skills, and understanding of teachers in ways that lead to changes in their thinking and classroom behavior.

This definition limits the territory to those specific activities that enhance knowledge, skills, and understanding in ways that lead to changes in thought and action. The concept of staff development is, for purposes of this report, restricted to teachers. However, the definition is easily altered and expanded to include other school personnel by substituting the name of another school role for that of teacher, and replacing 'classroom' with a different context.

Component 2: A Mapping Sentence for Staff Development

Certain critical aspects of staff development are not revealed by its definition. To get at these features, we need a *mapping sentence*--a statement that locates important features of staff development within the organizational context of schooling. The mapping sentence reads:

> Staff development activities may be internally proposed or externally imposed, in order to effect compliance, remediate deficiencies, or enrich the knowledge and skills of individual teachers or groups of teachers, who may or may not choose to participate in these activities.

The mapping sentence performs four vital functions. First, it describes how staff development activities may be initiated: internally proposed by the teachers who will take part in them, or externally imposed by higher authorities (who are not likely to take part in them). Second, the mapping sentence illustrates what kinds of things staff development activities are designed to do: Effect compliance to laws, policies, or regulations; remediate perceived deficiencies of the teachers involved; or enrich teachers' knowledge and skills. (These categories are not mutually exclusive; some staff development activities may accomplish two or all three of these purposes.) Third, the mapping sentence calls for specifying the numbers of personnel involved: one teacher, a few teachers, many teachers, or all the teachers in a school or school district, or perhaps even a state. Finally, the mapping sentence directs attention to how personnel become involved in the activity: by free choice or by mandate.

These four factors--How initiated? For what purpose? Who participates? How is participation decided?--were selected because they are important features of the organizational setting for staff development. As will become apparent, the organizational characteristics of staff development significantly affect the value of the activity for the participants. Staff development is much more than the simple provision of a service to a single teacher or group of teachers. It also includes the organizational dynamics of schooling, such as school climate, the structure of authority, the norms that define relationships among school personnel, the nature of communications within a school or district, and the roles and responsibilities of the various personnel who belong to the organization. The concept of staff development includes more than the continuing education of staff members; it also involves determining the organizational dynamics that permit the fullest realization of staff

skill and talent, in pursuit of the larger goals of education. Though there are other organizational features that we might have taken into account, our experience indicates that these four factors are among the most critical organizational determinants of the value of staff development (Schlechty & Whitford, 1983; Little, 1982).

Each of these factors may be depicted by a kind of scale, making it possible to "map" a given staff development activity and thereby obtain a profile for that particular activity. For example, suppose a district were to sponsor a workshop on sex role stereotyping. The purpose of this workshop is to bring a district's staff into compliance with Title IX regulations as well as other pertinent statutes and regulations. Given the purpose of the workshop, a senior district administrator decides that all the district's teachers shall attend. The "map" or profile for this activity is presented in Figure 1. This profile is a visual representation of the organizational characteristics for this particular staff development activity; the profile depicts "top down" planning and implementation.

Contrast this profile with one resulting from a small group of teachers who get together with a common interest in learning more about recent research on the teaching of reading. These teachers meet at their discretion to discuss relevant articles and texts, and exchange ideas on how they might capitalize on the research. The profile for this activity is depicted in Figure 2. Note the "bottom up" nature of this profile.

The sex role stereotyping workshop produces a profile depicting organizational characteristics quite different from those produced by the teachers' study group on reading research. Indeed the two profiles represent nearly opposite extremes of the four organizational characteristics identified in the mapping sentence. The importance of these profiles will become obvious as the next two components of the framework--participant roles and evaluation perspective--are examined in detail. Anticipating these sections, we can say that organizational characteristics bear on the value of staff development in this way: The more "bottom up" a profile, the easier it is, in general, to meet the conditions for valued staff development activities; the more "top down" a profile, the harder it is, in general, to meet the conditions for

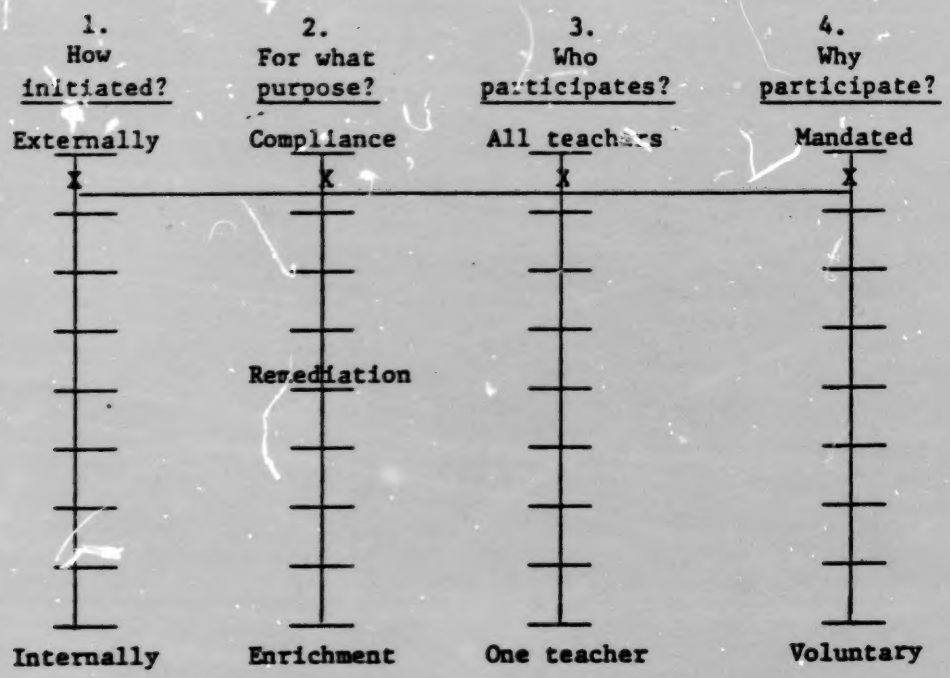

Fig. 1 -- Profile of a staff development activity: A workshop on sex role stereotyping

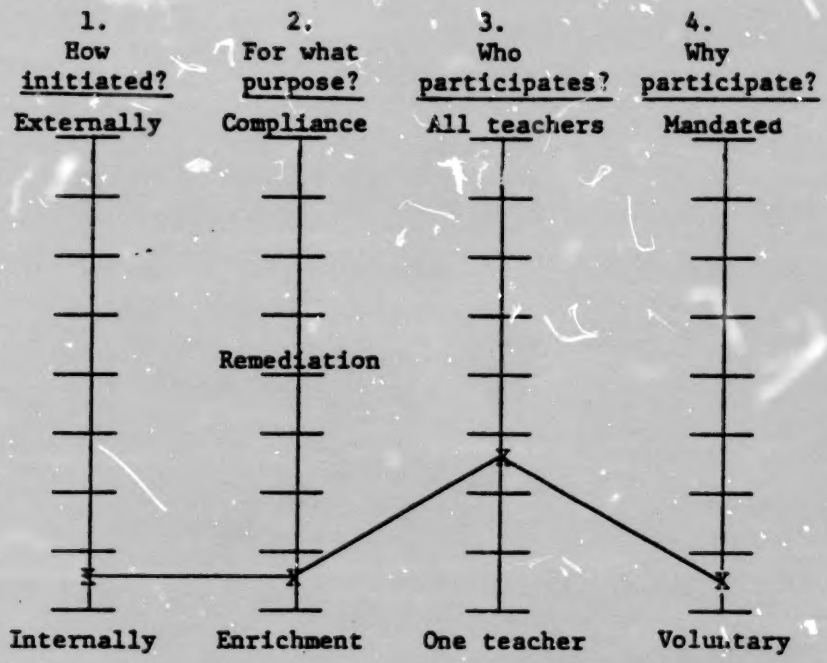

Fig. 2--Profile of a staff development activity: A group of teachers formed to study reading research.

valued staff development activities. The stress placed on the expression "in general" is critical. There are many exceptions to this generalization.

Furthermore we are not contending that "bottom up" staff development is better (or worse) than "top down" staff development. We are simply calling attention to the ease or difficulty involved in providing staff development activities that will be accepted as valuable contributions to the knowledge, skill, and understanding of the participants. The mapping sentence and the profiles it yields let us clarify important relationships between organizational characteristics and the worth, success, and merit of staff development activities. Just

how all these notions are connected will be discussed at greater length in the next two sections.

Component 3. Participant Roles in Staff Development

Staff development activities generally involve four key participant roles:

1. Planners
2. Providers
3. Recipients
4. Evaluators

Planners conceive of and develop (and also usually implement) the activity. Providers offer the activity to recipients. Evaluators determine whether the activity was done well or poorly, whether it was worthwhile, and whether it succeeded or failed.

These four roles may be combined among persons in a small group (slight role differentiation) or may be carefully divided among a large number of participants (great role differentiation). For example, a few teachers may gather to discuss a topic of interest, planning how they will proceed, providing one another with new ideas, and deciding among themselves the value of what they have done. There is very little role differentiation here; all four roles are held in common by all the participating teachers. Role combinations of this kind are typically encountered in teacher centers, where teachers are encouraged to initiate their own activities, involve whoever is interested, and decide whether to do more or terminate the activity. Note that an activity of this kind would yield a "bottom up" profile if mapped by its organizational characteristics.

In more formal and larger scale staff development enterprises, the four participant roles usually exhibit greater differentiation. An example of a highly differentiated staff development activity would be a program for high school vocational education teachers. In this example, an agency within a state department of education might plan the staff

development activity, contracting with different colleges of education throughout the state to provide the program to vocational teachers in their areas. The agency might also seek the services of an independent evaluator to appraise the effort. Though the roles are well differentiated in this example, the profile for this activity is by no means clear.

More information about this program is needed in order to chart its profile. For example, what kind of staff development is it: compliance-effecting, remediation, or enrichment? Are only a few teachers in each area to be involved, or are all teachers included? Is attendance by open invitation to any interested teachers or by strongly worded request to all? Until these questions are answered it is impossible to profile the activity.

The point here is that the connection between participant roles and organizational profile is neither obvious nor uniform. Highly differentiated participant roles do not necessarily yield "top down" profiles, nor do undifferentiated roles necessarily result in "bottom up" profiles. However, in the context of modern, complex organizations, some tendencies are apparent. Staff development involving little role differentiation usually has a "bottom up" profile, whereas activity with high differentiation quite often has a "top down" profile. Lionel Trilling (1957, p. 215) offers us some insight into this phenomenon:

> Some paradox of our natures leads us, when once we have made our fellow men the objects of our enlightened interest, to go on to make them the objects of our pity, then of our wisdom, ultimately of our coercion.

As roles differentiate in organizations, which is what happens in bureaucratic systems, those in authority typically begin by making their subordinates the objects of "enlightened interest," thus setting the stage for the sequence of sentiments Trilling states so well. The profiles examined so far are graphic illustrations of this chain of sentiments.

For example, if we return to the case of the small group of teachers getting together to study the latest advances in research on teaching reading, we observe the profile already illustrated as Figure

2. Suppose this example is altered to account for some of the features of a large urban or suburban school district. This district has an associate superintendent for instruction. One of the units under her jurisdiction is the Office of Staff Development. The district also has a separate Evaluation Unit, whose head reports directly to the superintendent. The Office of Staff Development has been asked to design a program for teachers that would lead to improvements in the district's scores on the standardized reading tests. Hearing of the study group formed by a few interested teachers, the staff development office seeks the aid of these teachers in creating a program for the entire district. Soon the program of the study group is revised and expanded as a two-day workshop for all elementary school teachers in the district. With the support of the associate superintendent for instruction, the program is mandated for all teachers in the district. The district's Evaluation Unit is asked to formally evaluate the activity. What began as a sincere interest in helping teachers to become more effective reading instructors (enlightened interest) has evolved into an apparent exercise in coercion.

It is reasonable to ask at this point whether simply mandating a program automatically diminishes its potential value. Probably not. Yet there is a facet to the chain of events just described that ought not be overlooked. It has to do with the scale on the "map" that ranges from compliance through remediation to enrichment. When describing that scale, we stated that the three categories are not mutually exclusive--that, for example, compliance-effecting staff development could remediate deficiencies or enrich knowledge and skills. There is a caveat to this claim. If compliance-effecting staff development is almost entirely procedural in character (the expression that best captures this character is "updating forms and procedures"), then it is unlikely that there will be much remediation or enrichment along with compliance. In contrast to informing someone how to behave so that he or she is in compliance with a regulation, we can provide assistance that enlarges the person's capacity to instruct. Doing the latter is a substantive undertaking, rather than a purely procedural one. Compliance-effecting staff development (that is, informing people what is required to meet the conditions of a policy, law, or regulation) can

be either predominantly procedural, predominantly substantive, or a mixture of both.

What has all this to do with participant roles and organizational profiles? Simply this: In situations where new policies and regulations are flowing swiftly into and through a school setting, organizational complexity usually increases to account for the new requirements (Elmore, 1980; Wise, 1979). This increasing organizational complexity is reflected in increasingly differentiated participant roles. Those charged with implementing the new policies and procedures may view staff development as an important tool. If so, such staff development may quickly and easily become compliance-oriented and predominantly procedural. Improvements in the teachers' capacity to instruct through remediation or enrichment (substantive change) are set aside in the perceived need to ensure procedural compliance.

The problem for the administrator is how to maintain the substantive benefits that usually accrue to small, "bottom up" staff development activities, in the face of expanding policy initiatives which increase organizational complexity and role differentiation--which in turn usually produce "top down" profiles. Etzioni (1964, p. 2) states the difficulty cogently: "The problem of modern organization is thus how to construct human groupings that are as rational as possible, and at the same time produce a minimum of undesirable side effects and a maximum of satisfaction." One way to keep the negative consequences of "top down" organization and great role differentation in check would be to support only those staff development activities that yield "bottom up" profiles. Not only is this restriction impossible in this age of burgeoning centralization and policy making, it is also not very desirable. There is much in the way of new knowledge, skill, and understanding that teachers need, for which a district cannot wait until it "cooks up" from the level of classroom teachers. Given this reality, how are administrators and regulators to undertake staff development so that it does not devolve into mere coercion (as Trilling predicts), while also being rational and producing "a minimum of undesirable side effects and a maximum of satisfaction"? The fourth and final component of the framework provides what may be a helpful and practical answer to this question.

Component 4: An Evaluation Perspective for Staff Development

In its broadest sense, evaluation is the appraisal of the worth, success, and merit of a phenomenon or event. In the context of staff development, the task of evaluation is to answer these three questions: Was it worth doing? Did it succeed? Was it done well? Sometimes evaluation is conceived solely as the appraisal of success, wherein the evaluator assesses the discrepancy, if any, between the planned outcomes and the actual outcomes of some phenomenon. However, success is but one dimension of evaluation. Worth is another, and merit a third. To determine worth is to decide how valuable and important a given set of activities is. To determine merit is to decide the quality of the process engaged in during the activity.

Getting clear on the distinctions between worth, success, and merit may prove troublesome for some, so it might be helpful to illuminate these concepts in a bit more detail. Exploring what it means for a person to possess what he calls "a critical spirit," Passmore (1975) distinguishes between how well we do something and whether that thing was worth doing in the first place:

> To exhibit a critical spirit one must be alert to the possibility that the established norms themselves ought to be rejected, that the rules ought to be changed, the criteria used in judging performances modified. Or perhaps even that the mode of performance ought not to take place at all. (p. 30)

To possess a critical spirit is to be concerned with the worth of an activity rather than with how well one does at the activity. We may do something very well, such as achieving a top grade in a course, and thus be successful; but the course may not be a very important or valuable one--perhaps we should not have taken it in the first place. The assumption undergirding this difference between worth and success is that it is better to do that which is worthwhile successfully, rather than to be a success at something that it is not worth very much.

Merit is a dimension of activity different from either worth or success. Imagine someone who paints for a hobby. Though the person may achieve little success at it (e.g., no praise from friends or critics and no sales of completed paintings), he or she may take great satisfaction in doing it. Perhaps it offers relaxation or a way of expressing otherwise inexpressible feelings. In this case, the activity has merit for the person--despite the fact that the activity is not successful in the usual sense. Other activities make clear the differences between success and merit. A baseball game may be well (meritoriously) played even though the team loses (is unsuccessful). A surgeon may do an excellent job at surgery (a meritorious performance) even though the patient dies. A movie director may craft an extraordinary film which no one pays to see.

For each of these activities--painting, baseball, surgery, and filmmaking--there are criteria of success that are usually independent of the craftsmanship or skill with which the activity is performed. So it is with teaching. The process of teaching is different from the realization of intended outcomes for that process. A clear success criterion for teaching is that the recipient of instruction learn what is taught. Yet all who have observed teaching for any period of time know that it can be skillfully executed yet unsuccessful (i.e., done according to all the standard rules for excellence yet fail to produce intended learning outcomes). Not only is it possible for a teaching performance to be meritorious but unsuccessful, it may also be worthless or worthwhile at the same time it is meritorious and unsuccessful. This state of affairs would obtain when the teacher taught some subject that could be shown to be of little or great worth to the learner. Here the teacher could be successful or unsuccessful, could demonstrate merit or lack of it, and at the same time be engaged in an activity that was worthless or worthwhile.

Whatever else it may be, staff development is teaching. Thus it is subject to standards of worth, success, and merit in much the same way any teaching is. Evaluation, properly done, seeks to appraise all three dimensions.

Another facet of evaluation is that it may be anticipatory or after-the-fact. That is, an evaluation may attempt to determine whether a given phenomenon is likely to be worthwhile, meritorious, and successful

if undertaken; or evaluation may attempt to determine whether a given activity was worthwhile, meritorious, and successful after it occurred. We describe this Janus-like character of evaluation with the expressions "forward-looking evaluation" and "backward-looking evaluation." In forward-looking evaluation, the evaluator is concerned with predicting or anticipating the likelihood of worth, merit, and success should the activity be undertaken, whereas in backward-looking evaluation the evaluator is determining whether an already completed activity was worthwhile, meritorious, and successful. Our interest in this Note is primarily with forward-looking evaluation, with helping administrators and policy personnel decide whether a given staff development activity is likely to be worthwhile, meritorious, and successful.

This concern for forward-looking evaluation is a result of ideas already presented in the sections on the mapping sentence and participant roles. In these sections we showed how staff development activities are connected with the organizational character of modern schools. As such, activities that begin as well-intentioned programs for enriching the knowledge and skills of interested teachers may easily and unwittingly devolve into mandated, compliance-effecting programs of more procedural than substantive import. This devolution may occur whether the activity was initially generated by a small group of volunteer teachers or by a major policy initiative of a state or the federal government. To diminish the likelihood of such deterioration, and to preserve insofar as possible the benefits that normally accrue to small, teacher-initiated enrichment activities, we suggest that the evaluation perspective described in this section be used in a forward-looking mode; i.e., to determine whether a given staff development activity is likely to be worthwhile, meritorious, and successful.

The purpose of forward-looking evaluation is to show how staff development activities that would normally produce more middle-level and top-down profiles may be undertaken so that they yield a minimum of undesirable side effects, a maximum of participant satisfaction, and as much remediation or enrichment as possible. Use of this perspective makes it possible to stage staff development on a large organizational scale--activities that border on or directly involve imposition, compliance, and mandate--yet still achieve worth, merit, and success.

The next section of this Note analyzes some common examples of staff development activities to show how the evaluation perspective is used in practice. In the remainder of this section, the perspective is developed and explained. Before setting out the three dimensions and their respective conditions, it is important to acknowledge the pitfalls and imperfections of this venture. To the best of our knowledge, no one else has set forth the conditions for anticipating the value of proposed staff development activities. Thus the material presented here is heir to the problems of any prototype. We have tried to diminish these problems wherever possible, and have been aided by the good work of those who have studied staff development and undertaken evaluations of staff development activities (among them, Bentzen, 1974; Berman & McLaughlin, 1978; Bishop, 1976; Cruickshank, Lorish, & Thompson, 1979; Goodlad, 1975; Griffin, 1983; Fox, n.d.; Fox et al., 1978; Lieberman & Miller, 1979; Little, 1982; McLaughlin, 1976; McLaughlin & Marsh, 1978; Popkewitz, Tabachnik, & Wehlage, 1982; and Rubin, n.d., 1971). These studies serve as groundwork for the upcoming discussion of the dimensions and conditions of evaluation. This discussion is summarized in advance in Table 1. A brief look at the information in this table will help the reader follow the subsequent discussion.

The Dimension of Worth

Determining worth is neither simple nor definitive, for what is determined to be worthwhile ultimately depends on the theory of value one holds and the moral principles to which one is committed. To state the point in this way does not mean that one theory of value or set of moral principles is as good as any other. Values and morals are not situational *or* relative, nor are they matters of taste. Even given that some theories of value and moral principles can be shown to be unjustified, we are not thereby left with *the* correct theory of value or *the* right set of moral principles. There are options and alternatives, but with limitations. Thus it is not possible to specify the dimension of worth with comforting precision. Yet any effort to appraise the value of staff development requires consideration of worth--despite the difficulties inherent in specification. Here we offer a means for

Table 1

THE DIMENSIONS AND CONDITIONS OF THE EVALUATION PERSPECTIVE

Dimension	Conditions	Explanation
Worth	Theory	Activity is a contribution to the goals of a selected educational theory
	Moral	Activity is morally acceptable and is fair and unharmful to participants
	Evidence	Activity based on available evidence from research, evaluation, or critical experience, and includes procedures for determining success and merit
Merit	Sensibility	Activity is consistent with plans teachers have for their work, fits well with classroom circumstances, is timely, and is valued for its utility
	Variability	Activity permits variation in the ways recipients participate and in ways recipients use what they learn
	Incentives	Activity provides positive incentives to recipients for their participation, both during the activity and during its implementation in the classroom
	Maintenance	Activity provides systemic and clinical support during the activity and during the period of implementation in the classroom
Success	Objectives	Activity has clearly stated objectives known to both providers and recipients and clearly related to work demands on the recipients
	Instructor	Activity staffed by providers who have competence in teaching adults, and the instructor is able to model what it is proposed that recipients do in their work settings

Table 1 (continued)

Dimension	Conditions	Explanation
	Diagnosis	Activity accounts for the needs, interests, and abilities of the recipients
	Application	Content of activity is sufficiently concrete to make its application to the classroom clear
	Duration	Activity provides sufficient time for recipients to learn, practice, master, and apply the content imparted

determining worth which permits the user to form the necessary judgments.

The conditions of worth must be framed to avoid endorsing one theory over another, yet be sufficiently defined to be useful in appraising the worth of an activity. Three conditions meet this standard. They are the theory condition, the moral condition, and the evidence condition. These conditions must be met in order to judge the staff development activity worthwhile. They are met when the forward-looking evaluator can show that the proposed activity is justified on each condition. Each condition will be discussed in turn.

The theory condition requires that the proposed staff development activity be justified as a contribution to the attainment of goals set forth in a selected educational theory. One such theory might be that of liberal education, as set forth by Gowin (1981) or Scheffler (1973). Another theory, oppositional to the theory of liberal education but meeting many of the accepted criteria for a theory of education, is offered by Bereiter (1973). Bereiter argues that schooling should be devoted to basic skill development and to first-rate day care; he specifically excludes consideration of a liberal curriculum. Rogers

(1969) offers yet another theory, arguing that schools should provide alternative life experiences for students, while stressing personal development through the exercise of choice.

All three of these theories are well conceived and carefully constructed. Each of them provides acceptable grounds for justifying a proposed staff development activity. Other educational theories, providing they are logically consistent and coherent, and properly founded on the traditions and principles of civilized life, may also be used to meet the theory condition. Some states and school districts have tried to develop their own educational theories; where these theories are reasonably complete and logically coherent, they may be used to meet the theory condition.

The moral condition stipulates that the proposed staff development activity be a good and right thing to do. Part of this justification is a considered attempt to ensure that no injustice or harm will come to the participants as a result of their involvement in the activity. Staff development activities that help teachers promote racial integration, sex equity, and equal opportunities for the handicapped are obvious examples of morally justified programs. (Though note that the activities must be carried out in a morally just way.) Other types of staff development, especially those dealing with subject matter expertise (e.g., teaching mathematics or American history), are more difficult to justify on moral grounds simply because these types do not involve obvious moral considerations. In these cases, it would be sufficient to show that the proposed activity is unlikely to be harmful to participants, is not unjust in the manner of its implementation, and is likely to be beneficial to teachers and their students.

The third condition of worth, the evidence condition, is met by using evidence to demonstrate that the activity is *likely* to be meritorious and successful. This evidence may come from educational research, educational evaluation, the results of past staff development activities, or personal experience (provided this experience is pertinent to the proposed activity and has been subjected to a good deal of critical reflection). For staff development activities being tried for the first time there may be little evidence available. Where this is the case, planners and providers should proceed with caution, for

without evidence the proposed activity is a venture of indeterminate risk.

In addition to employing prior knowledge to judge the likelihood of merit and success, the evidence condition also requires that the proposed activity contain a provision for gathering evidence during and after its implementation. In other words, the proposed activity must have an evaluation component built into it. Thus, though the absence of evidence from prior research, evaluation, and experience may excuse the planner from the first part of this condition, the second requirement permits no such discretion. The proposed staff development activity must include a provision for appraising its eventual success and merit.

The appraisal of an activity's success and merit during and after its implementation is a means for improving the staff development program--a procedure often referred to as formative evaluation (Scriven, 1967). This appraisal is valuable for determining whether the activity or program under which it is subsumed should be continued. A different form of evaluation, one likely to lead to an even more informative appraisal of the activity, compares this activity with similar but less costly and simpler alternatives. This form of evaluation is usually referred to as summative evaluation (Scriven, 1967). If the proposed activity is extensive and demanding on human and financial resources, the second part of the evidence condition is best satisfied by a provision for summative evaluation.

To summarize this section, recall that the evaluation consists of three dimensions, worth, merit, and success. The worth dimension contains three conditions: theory, moral, and evidence. Each of these must be satisfied by a proposed activity if that activity is to be considered worthy. The theory condition stipulates that an activity must contribute to the realization of goals set forth in a selected educational theory. The moral condition holds that an activity must be a good and right thing to do, and that it is fair and without harm to participants. The evidence condition contains two parts, stipulating first that available evidence from research, prior evaluation, or critical experience is used to appraise the probable success and merit of the proposal; second, that the proposed activity include criteria and procedures for evaluating its success and merit during and after its

occurrence. The application of these conditions to a range of staff development activities is illustrated in Sec. III below.

The Dimension of Merit

The merit of a staff development activity is the quality of the process in which recipients are engaged during the activity and its subsequent application to the classroom. There are probably scores of conditions that influence the merit of staff development activities. We reduced these conditions to four: sensibility, variability, incentives, and maintenance.

Sensibility is the perception by recipients that the activity is a sensible use of their time and talent. Anyone who has listened to teachers discuss large-scale, mandated staff development programs knows how important this condition is, for cries of anguish about waste and irrelevance are frequently what is heard. Recipients are more likely to judge staff development activities productive when they are

(1) consistent with the plans and intentions recipients have for their own work,
(2) perceived by recipients as fitting well with their responsibilities and working conditions,
(3) believed by recipients to be timely (in the context of both their current work and their long-term professional development), and
(4) valued by recipients because of the immediate uses for what they are learning.

In brief, for a proposed staff development activity to meet the sensibility condition, recipients must understand why they are being requested or required to participate and they must be able to perceive the fit, timeliness, and applied value of the activity.

Variability is the second condition for merit. It refers to how much recipients may vary their participation in the staff development activity and adapt its content to their work settings. The variability

condition is a kind of individualized instruction requirement (except here it applies to teachers rather than students). Variability includes such characteristics as permitting teachers to decide whether to participate in the activity, how long they will participate, and how they will apply what they learn. To meet the variability condition it is necessary to plan activities that avoid a uniform conception of how recipients are to be involved and how they are to use what they learn.

There are some circumstances that justify only limited compliance with the variability condition. For example, a staff development activity may deal with procedures for administering and scoring standardized tests, or the legal requirements for screening handicapped children. For activities such as these, variation in participation and classroom application are clearly undesirable. Under these circumstances the variability condition must be applied judiciously, with the realization that all its features cannot be attained in every case. As a general rule of thumb, however, there should as much provision for variability as possible.

The *incentive* condition is the third criterion of merit. This condition requires appropriate incentives for the recipients of staff devlopment. These incentives should be positive inducements to participation in the activity, adjusted to account for the fact that what is an incentive to one teacher may not function that way for another. Insofar as possible, there should be a range of incentives from which recipients may choose.

If the staff development activity includes the expectation or demand that what is learned from the activity be carried directly to the classroom, the incentives condition is not satisfied unless the provision of incentives continues through the period of classroom application. For example, a staff development activity might involve a select group of teachers from a dozen schools. The purpose of the activity is to give recipients new ways to handle classroom discipline problems. The recipients are expected, upon return to their respective schools, to teach these techniques to their fellow teachers. Assume that the activity is carefully planned and implemented, including the provision of positive incentives during the activity. If the provision of positive incentives is discontinued at the end of the initial

activity (i.e., not carried over to the time when the selected teachers are working in their respective schools), the incentives condition remains unmet.

What sometimes happens with activities such as this one is that planners and providers expect teachers to work with their site colleagues as a matter of course, without further incentives. Unfortunately, it often turns out that not only are there no positive incentives for working with one's own colleagues, there are actually disincentives for doing so. The returning teachers may discover that: disciplinary rules set down by the school administrator are inconsistent with what was presented at the staff development activity, fellow teachers are envious of the support given these select teachers, the counseling and guidance staff considers them territorial usurpers, and they lack any leverage to encourage colleagues to learn from them. This example makes clear the necessity for continuing incentives through the life of the activity, including the time required for adaptation to and application in the classroom. A rule of thumb for meeting the incentives condition is to answer this question: Why should teachers want to do this, and how long is it necessary to maintain their interest in doing it?

Maintenance is the fourth and final condition of merit. It refers to the level of sustenance and support given to recipients during and after the staff development activity. When, for example, planners and providers make provision for carrying incentives over to the period of classroom application and implementation, they are meeting the maintenance condition. However the maintenance condition includes more than simply providing positive incentives during the life of a staff development activity. Maintenance requires attention to two forms of support, systemic and clinical.

Systemic support includes providing adequate funds, proper facilities, appropriate incentives, and sufficient time to both master and implement the goals of the staff development activity. Clinical support is the provision of personal assistance and encouragement from those in a position to affect the success of the activity. Stated succinctly, maintenance is constructive and substantive help over a sufficient period of time from those who are in a position to make or

break the recipient's efforts to learn and use the substance of staff development.

Some of the large-scale staff development programs that foster innovation, change school climate, or alter the organizational structure of the school appear to us to be efforts aimed primarily at improving the maintenance function. In a recent study of staff development in urban, desegregated schools, Little (1982) found that the critical feature of schools where staff development was successful were "norms of collegiality and experimentation." These norms permit, indeed encourage, teachers to talk easily to one another about what they are doing and how it is working; they engender a shared set of words and concepts for describing classroom events; and they encourage trying out new ideas and openly reporting the results. In our view, schools that evidence norms of collegiality and experimentation are *well maintained* schools. They are schools where funds, facilities, incentives, time, and personal support are provided commensurate to the tasks to be performed and the goals to be attained. It is in schools like this that staff development of value is most likely to occur.

Before discussing the third and last evaluation dimension (success), it may help to show briefly how the various conditions bear on the mapping sentence and participant roles described earlier. It has already been noted that top down profiles are probable when participant roles are highly differentiated, as they are in many of today's school districts. One of the more vexing problems of any staff development endeavor is that the more top down its profile the more likely it seems to produce significant, undesirable side effects and a minimum of recipient satisfaction. Externally imposed, compulsory, compliance-oriented activities involving most or all teachers in a school or school district face enormous obstacles to being meritorious and successful. A major purpose of the evaluation perspective presented here is to specify the conditions for eliminating or at least significantly diminishing these obstacles. Sensibility, variability, incentives, and maintenance are four conditions that when met increase the probability that staff development activities, whether top down or bottom up, will be perceived as valuable by their recipients. By assessing in advance whether the activity is likely to be perceived by recipients as sensible, fitting,

timely, variable, rewarding, and sustained, planners and providers markedly increase the chances that the activity will lead to beneficial changes in teachers' thinking and classroom behavior.

The Dimension of Success

Success is the third and final dimension of the evaluation perspective. A successful staff development activity is one that attains the goals set for it. The conditions of success for educating teachers are not much different from what we already know to be the conditions of success for educating students. In both cases the critical considerations are the clarity and utility of the objectives, the quality of instruction provided, the congruence between the needs and abilities of the learner and the nature of what is learned, the usefulness of what is learned in relation to the tasks to be performed, and the availability of sufficient time for practice and mastery. These considerations are here represented in five conditions for determining success: (1) the objectives condition, (2) the instructor condition, (3) the diagnosis condition, (4) the application condition, and (5) the duration condition. Because readers of this report are likely to be familiar with these conditions, they will be presented without extensive explanations.

The *objectives* condition is met when it can be shown that the objectives of the staff development activity are clearly stated, known by providers and recipients, clearly related to the work demands of the recipients, and attainable in the time allocated for the activity.

The *instructor* condition stipulates that the provider(s) be an effective teacher of adults. Recipients are clearly helped by providers who understand the work settings of recipients and who model the kind of instruction they urge recipients to practice.

The *diagnosis* condition requires that planners and providers take account of the needs, interests, and abilities of the recipients. This condition is no different from that already expected of teachers in their instruction of students. This condition is well on the way to being met once the sensibility condition of merit is satisfied, for if it is already determined that teachers are likely to find the activity sensible (consistent with their plans and intentions, fits well with

their work settings, is timely, and is practical) then they are likely to see the activity as meeting their needs and interests. However, the diagnosis condition does not duplicate the sensibility condition, since it is still necessary to ascertain that the material presented in the activity is appropriate to the needs and abilities of the recipients.

The fourth condition, *application*, requires that the content of the staff development activity have obvious applicability to the work settings of recipients. The recipients must be able to perceive the use of what is presented in relation to the tasks they perform as teachers. This condition is usually met by providing content that is concrete rather than abstract and specific to the situations of the recipients. A note of caution is in order here: *The specificity and concreteness required by this condition may not be obtained by setting rigorous rules and prescriptive procedures for practice, lest the variability condition (of merit) be violated.*

The *duration* condition stipulates that sufficient time be allocated for the recipients to comprehend, practice, master, and apply the content provided. There is a close connection between this condition and the maintenance condition. The maintenance condition requires that there be systemic and clinical support for recipients throughout the life of the activity; the duration condition requires that there be sufficient time for moving from initial learning to full implementation. Thus maintenance must occur for the full period of time required to meet the duration condition.

The conditions for each of the three dimensions of evaluation have been described. If we have succeeded in stating the argument well, it should now be clear that the evaluation of staff development requires consideration of the worth, merit, and success of the activity. Each of these three dimensions includes a set of conditions for determining the relative degree of worth, merit, and success. Sound theory, moral integrity, and sufficient evidence are the conditions of worth. Sensibility, variability, positive incentives, and maintenance are the indicators of merit. Clear objectives, competent instruction, correct diagnosis, obvious applicability, and sufficient duration are the hallmarks of success. These conditions permit the staff development planner to anticipate the likelihood that the activity will be a valuable one for its recipients.

Concluding Comments

Questions of worth, merit, and success are usually not problematic within the context of small, teacher-initiated staff development activities (those with "bottom up" profiles). These activities are sustained almost solely by their efficacy for recipients; if they lose their worth, merit, or success, teachers simply stop attending them. It is when participant roles become highly differentiated in complex organizational settings, when policy initiatives and regulatory prescriptions impel planners to make subordinates the objects of their "enlightened interest," that risk to the value of staff development activities begins. The purpose of the framework presented here is to provide the insight and means for forward-looking evaluation according to the conditions for worth, merit, and success. The framework is designed to help policy personnel and senior administrators plan staff development activities that will be valuable for teachers.

There are some difficulties with the framework, such as the lack of precision with the worth dimension and the problems with permitting adaptation when meeting the variability condition. And though we have tried to be clear about the distinction between merit and success, the differences may still puzzle many readers. There is some ambiguity in these notions, yet the differences are sufficiently important that we chose to tolerate this ambiguity in exchange for additional insight. The success conditions are those we think are required if the activity is to achieve what it is intended to achieve, whereas the merit conditions are those most likely to encourage recipients to try their best to make the activity a success. It is often easy to forget the differences between what must be done to make a *program* successful and what must be done to encourage *people* in that program to work hard for it. We believe the distinction is important enough to warrant some slippage in our terminology.

Very few staff development activities are likely to meet all of the conditions set forth here. It is not our intention to require that all the conditions be met fully for every activity. Some activities will permit only modest fulfillment of selected conditions, while others permit extensive fulfillment of nearly all the conditions. It is the

planner who must decide whether any particular condition is appropriately applicable to a given activity. We advance the argument that the more conditions that can be fulfilled, the more likely it is that the activity will be perceived as a valuable one. With this thought in mind, we turn to some common examples of staff development to illustrate the application of "theory" to practice.

III. APPLICATIONS OF THE FRAMEWORK

Almost every one of the approximately 17,000 school districts in the United States has a policy about staff development. The policy in a particular school district may be inferred from the implicit beliefs about staff development that are held by teachers and administrators in that district. Policy may also be derived from the explicit public statements of belief, philosophy, and purpose espoused by the board and administrative staff in a school district. Policy on staff development may also be found in the rules and regulations that a school district has developed for managing staff development. Regardless of source, two very important issues stand out when examining policy related to staff development. The first issue is common knowledge, the second issue is not. The common knowledge is that policy toward staff development throughout the country is almost unanimous in supporting activities that foster the growth and development of teachers. Less well known is that the financial commitment to implement such a general policy is quite large. Moore and Hyde (1980) studied the overt and the many hidden costs associated with staff development in three urban school districts. The districts were selected because of their reputation for low, moderate, or high commitment to staff development. It was found that staff development activities cost an average of between $1,000 and $1,700 per teacher per year. Not all of these expenditures are funded by the local or state agencies. Until 1981 the federal government was a major underwriter of staff development, spending about $340 million per year for the professional development of educators through 22 discretionary and formula grant programs. Most of those federally supported professional development activities were designed to help teachers meet the special needs of special populations such as minorities, limited English proficiency students, and handicapped (Feistritzer & McMillion, 1980). Current federal expenditures for staff development are less, though substantial amounts of money still are spent on the preparation of special education teachers and teachers of mathematics, science, and computer literacy. Extrapolating from the

cost analyses currently available, it is likely that the annual bill to the general public for staff development in American education is over $2 billion per year.

Policy that results in the expenditure of such large sums of money must be carefully analyzed. Such policy should be guided by experience and informed by empirical data. In this section we use our framework to analyze staff development activities. In the final section we sketch an agenda for research on staff development so that someday the policies supporting staff development can be informed by empirical data in addition to the insights provided by experience and this framework.

We claimed that the framework would probably have its greatest usefulness when used for forward-looking analysis of proposed staff development activities. That is, the framework can be used to systematically analyze and evaluate staff development proposals. Given the generally supportive policy toward staff development in school districts across the country, and, in the aggregate, the rather large commitment of dollars to such activities, proposals for approving staff development activities are constantly coming before administrators and school board members. The framework can help lead these decisionmakers to analyze the worth, merit, and probability of success of a staff development proposal. With this kind of informed judgment the decisionmakers can support, request revisions to, or reject a proposal for staff development.

Figure 3 presents the conceptual framework recast in the form of a heuristic for analyzing and evaluating staff development proposals. The heuristic is composed of a number of questions to be asked as one examines proposals for staff development activities.

Using the Conceptual Framework as a Decisionmaking Heuristic

We now present six proposals for staff development in order to demonstrate the heuristic's analytic power. The six proposals are a reasonable cross-section of commonly encountered requests to superintendents and school board members for fiscal and moral support.

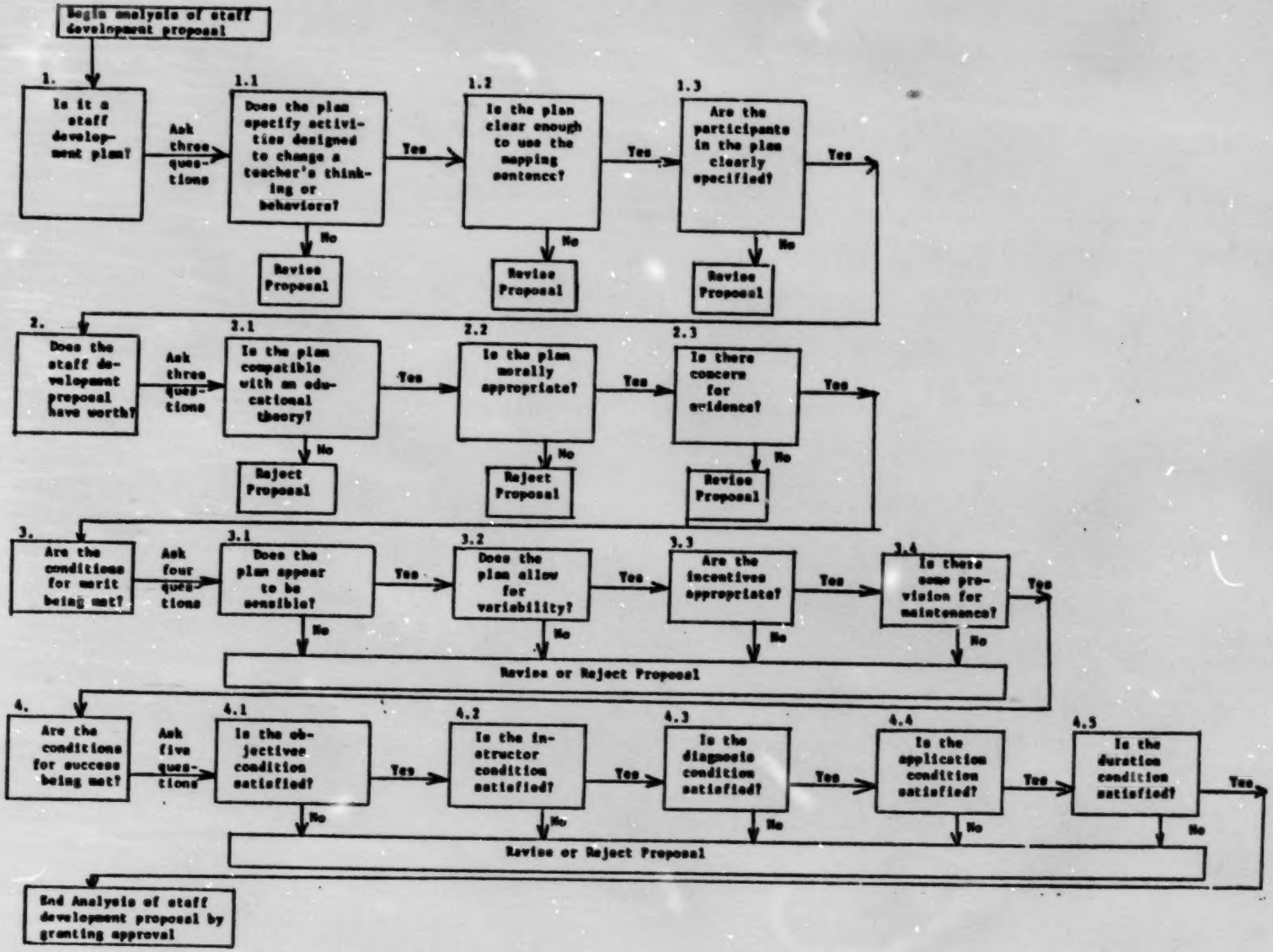

Figure 3-- Heuristic for Analyzing and Evaluating Staff Development Proposals.

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A. A teacher's request for support to attend a summer workshop.

B. A superintendent's request for all the teaching faculty in the district to participate in workshops to learn the record keeping necessary for compliance with PL 94-142.

C. A principal's request, on behalf of the faculty of an elementary school, to bring in a famous consultant to talk about time-on-task.

D. A school board's appropriation to hold a four-day workshop, before school opens for the year, on multicultural education, for faculty of newly desegregated schools.

E. A principal's request for funds for consultant help in the area of behavior modification for a tenured teacher who has difficulty controlling and managing a classroom.

F. Four music teachers' request for funding to accompany the junior high school band and its director to the State Marching Band Final Competition at the State Capitol.

For proposals A, B, and C we will follow the sequence of questions presented in the heuristic outlined in Figure 3. These analyses of staff development proposals will also draw upon the recent writings of scholars and practitioners of staff development. A rich body of literature, predominantly but not completely anecdotal, provides considerable guidance for analyzing staff development efforts. Where appropriate, selected portions of that literature will be cited. The analysis of the last three proposals is much less complete than the analysis of the first three proposals. To avoid repetition, we have simply charted the way we would go about analyzing these proposals.

Proposal A

A seventh-grade teacher asks for district funds to attend a two-week summer workshop on values clarification at the state university. The teacher is about to start teaching from a new social studies curriculum series, in an ethnically and socioeconomically mixed junior high school, located in a stable neighborhood in a middle sized northwestern city. The academic achievement of the school is above the

mean for the district and the state. The state university is a very modest institution that evolved from a state normal school. The college of education at the university runs special practitioner oriented summer programs for university credit.

Question 1. Is this a staff development plan? Three questions need to be asked at this point of the analysis. First, does the proposed plan meet the definition of staff development? That is, will the plan of activities lead to changes in the teacher's classroom behavior or thinking? In this case let us assume that new techniques to clarify values--special kinds of questions, special problems for group discussions, learning to distinguish facts from opinions--will be taught. Thus, there is a strong presumption that the workshop will be oriented toward changing the behavior of the teachers who participate.

Our second question is concerned with how the proposal fits the mapping sentence. In this case, using the four facets of the mapping sentence, we find that the proposal was internally proposed, for enrichment purposes, by and for an individual teacher, who voluntarily chooses to attend the workshop. Here we note, as throughout these examples, that when proposals for staff development are internally proposed and voluntary, rather than externally imposed and non-voluntary, a number of other factors to be examined have a positive value. This is not surprising, since a teacher-initiated proposal is an indicator of teacher commitment and "the importance of teacher commitment to the achievement of project goals is axiomatic: Project success is unlikely unless teachers want to work to make it happen" (McLaughlin & Marsh, 1979, p. 72). The mapping sentence, therefore, provides the first clues toward estimating the probability of success.

Our third question is concerned with whether all of the participants in the staff development activity are specified. In this proposal the planner of the activity is a university professor and the providers of staff development are university personnel. This is significant because staff development programs that are planned and staffed by university personnel are often less than completely effective. Leiter and Cooper (1979) point out that university faculty have turned their attention to staff development because of economic necessity, not intellectual or moral commitment; that they have a

tendency to address the larger issues of society, rather than the teachers' classroom based issues; and that, typically, university personnel would rather write and publish than chat and observe. Such different norms and expectations, and the fact that training is to be done out-of-school, have led McLaughlin and Marsh (1979) to conclude that there are serious questions about the ways universities should be involved in staff development efforts.

Continuing an examination of the participants, we note that the recipient of the staff development activity is the individual teacher in the workshop. The beneficiaries are the teacher and, presumably, the students. Furthermore, if the claims of many of the proponents of value clarification activities are valid, society also benefits because its citizens will be better informed and better able to analyze problems after learning the skills taught in value clarification courses. Finally, we note that evaluators have not been designated. This is a deficiency in the proposal that is relatively easy to remedy.

By using the heuristic (1) to examine the staff development proposal for conformity to the definition of staff development, (2) to analyze the proposal using the mapping sentence, and (3) to specify the participants in the staff development activity, we gain enough knowledge and insight into the proposal to answer the first major question about whether the proposal qualifies as a staff development plan. We conclude that this proposal constitutes a staff development plan, and move to the next major question which deals with the worth of the proposal.

Question 2. What is the worth of this staff development proposal? There is never an easy way to decide the issue of worth. Nevertheless, there are three questions one might ask about the worth of a staff development proposal. First, we ask if the goals of the staff development activities fit some reasonable educational theory. In this case the outcomes for students taught by teachers who can clarify values would fit many educational theories about the proper goals of humanistic and liberal education. This kind of a curriculum also fits the goals that are held about education for democratic living within many political theories. There are, however, theories of education that are quite fundamentalist in orientation. Adherents of such theories believe in a very basic form of educational content and process. Such

individuals would not be expected to defend this proposal on the basis of the educational theories that they hold to be reasonable. Thus, we note that staff development programs are defended by reliance on a theory or on a set of theories that are held in high repute at a particular time by a particular group. Such repute is, therefore, a dynamic designation. This leads to the conclusion that decisions about the worth of a staff development program must be reexamined over time.

The second question bearing on worth is whether the plan is morally justifiable. Is it the right thing to do? Will it harm anyone? The answer to this question, like all those about worth, varies in different places at different times with different people. In a district guided by fundamentalist beliefs in religion, with a homogeneous population, and with a back-to-basics educational philosophy, a staff development proposal of this sort could be judged to be a "frill," or "too liberal," and, therefore, wrong to do. Or it might be judged as "fostering dissension," thereby being harmful to the students and the community. This kind of proposal could, therefore, be rejected because it is not morally worthwhile. On the other hand, in a district with many different religious and ethnic groups, and families that value pluralistic beliefs and relativity in social and moral behavior, such a proposal could be judged to be "good" and not harmful. We assume, for the purpose of exposition, that the proposal is consonant with the district's educational theory and so judge it to be morally worthwhile. Therefore, we would go on and examine whether the evidence condition is being met.

The third question bearing on worth is whether the proposed activity will provide evidence about the achievement of intended outcomes. This proposal does not mention evaluations of the outcomes associated with previous administrations of this (or similar) values clarification workshops, though presumably some exist. Furthermore, no mention is made in this proposal about how this teacher will show how well this course met the needs of the participants in the summer workshop.

The lack of the evidential condition would require revision in this proposal. With such a revision we could assume that this proposal is of worth and go on to examine whether the conditions of merit are being met.

Question 3. Are the conditions for merit being met? This question is composed of four sub-questions: Is the proposal sensible? Does the proposal provide for variability? Are the incentives appropriate? Is a system of maintenance specified? Each of these factors is hypothesized to relate to the probability of success of the staff development effort.

Sensibility. The disarmingly simple question, "Does the staff development proposal appear to be sensible?" is quite important. Under the heading of "sense" we ask:

(a) Is the staff development proposal consistent with the teacher's plans and intentions? In this case the answer is yes; this teacher has demonstrated a personal interest in the program. It is presumed, therefore, to fit his/her goals.

(b) Do the knowledge and skills to be acquired in the staff development activities fit the working conditions of the recipient? Since this proposal was initiated by a teacher in an urban, heterogeneous, academically achieving junior high school, we may presume that the staff development activities fit this teacher's working conditions. Note, however, that if this teacher were in a technical school, a low-achieving school, or a community with a fundamentalist orientation (see the previous discussion on worth) this aspect of the sensibility condition could probably not have been met. Note, too, that if the university planners and providers are insensitive to the working conditions of the recipients (see the instructor condition, below), the sensibility condition will not be met.

(c) Is the staff development proposal timely? There are two different concerns about timeliness. First, are the information and skills obtained in the staff development activities needed at this time? Second, will the proposed learning experiences occur at the appropriate time in the career development of the teacher? This proposal was initiated by the teacher at a time when he or she was about to begin working with a new curriculum series. Extensive planning for

instruction, and changes in teaching methods and behavior will be needed. Thus, the request to learn new skills to teach social studies comes at a particularly appropriate time. It is more difficult to judge from the information given if this staff development activity occurs at an opportune time in the career of this teacher. From what we do know, however, we find no persuasive evidence that it is an inappropriate time to learn these skills. Thus, on both issues concerned with timeliness, we can judge the proposal to be acceptable.

(d) Can the knowledge and skills presented in the staff development program be used? The concern with this aspect of sensibility is rooted in the history of teacher training. Teachers have often complained that they have been taught techniques that, for various reasons, can never be used in their classes (e.g., contracting systems, management of a token reinforcement economy, computation of scores to equate tests). Because the source of the initiation for this proposal is the teacher, we can presume that he or she judges the new knowledge and skills to be useful. But note, once again, that if attendance at this workshop was due to even the gentlest coercion of a teacher who personally found the values clarification curriculum much too controversial, there would be little expectation that these skills and ideas would ever affect what goes on in that teacher's classroom. Thus, the aspect of sensibility dealing with utility would be lacking for that teacher, and the probability of merit would be lessened.

Variability. The second condition of merit--variability--was described earlier as having two forms. The first form was variability in the ways recipients participate in the staff development program. The second form was related to the ways recipients use the new knowledge and skills. With regard to this proposal the issue is whether the providers of the values clarification workshop have any criteria for who would be accepted, whether all the recipients will be required to do the same things in the workshop, whether all the recipients need the same length of training, and so forth. If this is a "typical" university

workshop, this proposal will be very deficient in meeting these conditions of merit. As university professors we can attest to the fact that workshops of this sort typically have no prerequisites other than teaching experience. In the workshops conducted at our universities, it is typical to treat all members of the workshop as if they had equal abilities, life experiences, needs, and aptitudes. Usually in such workshops, the same standards for outcomes are held for all students, regardless of special life circumstances or experience. Furthermore, all students in such workshops usually attend for the same length of time. When variability in the student population is not taken into account, merit is problematical.

A second component of variability is whether the providers of the activity allow for variability in use of the skills involved in the clarification of values. Some providers of staff development believe that there is only one correct way to accomplish certain goals, and they are intolerant of adaptability or variation. The toleration or encouragement of this kind of variability by the providers in this case is unknown. If the providers were open to variability in the use of the value clarification techniques that they teach, it would be judged positively. Teachers need the chance to fit new knowledge and skills into their own idiosyncratic framework. In discussing how staff development ideas and skills get implemented, Greenwood, Mann, and McLaughlin (1975) point out that teachers need to try out the ideas in their own classes. The tryouts "...provided an opportunity for 'learning by doing' and contributed a sense of pride and ownership in project accomplishments. The exercise of working through...concepts, and discovering their significance in practical terms of the classroom, permitted teachers to understand project precepts from the ground up and to incorporate these principles in practice" (p. 35).

In a discussion of how to design effective staff development programs, Wood, Thompson, and Russell (1981) also point to the importance of variability in the context of what they call experiential learning. They list as one of the critical characteristics of a professional development program that "inservice education should be experientially based with opportunities to select, adapt, and try out new professional behaviors in real and simulated work settings" (p. 89).

It is the practice and adaptation function about which we have no information in this proposal.

Incentives. When incentives exist for the participants in staff development activities, one of the four merit conditions is satisfied. Incentives are usually classified as either intrinsic or extrinsic. Because this proposal was self-initiated we can presume "intrinsic" motivation as an operating force. A teacher's personal sense of the importance of a particular staff development activity is a crucial motivating factor. As Greenwood, Mann, and McLaughlin (1975) point out, innovations are implemented because of intangibles, such as professional interest or commitment. It was the more tangible incentives such as money, credit, or advancement on a district salary schedule which did little or nothing to insure a project's success. "Such incentives sometimes served to increase attendance at workshops, for example, but they did not seem to lead to the acquisition of new skills or behavior" (p. 37). Their conclusion about money and other tangible rewards is that they "...appeared to function effectively as a gesture of appreciation; but they were apparently not effective by themselves in stimulating interest in a project where it did not exist otherwise, or in inducing teachers to acquire new skills if their own professional interests or concerns did not lead them to see such new learning as important" (p. 37).

In this proposal one can presume personal need, professional commitment, and intrinsic motivation. Another incentive is present, however, if a judgment to support this project is accompanied by fiscal support in the form of tuition reimbursement and a per diem allowance at the university. This fiscal support may provide a chance for the teacher to get away from town for a while and mingle with other teachers and professors at the university. This kind of change in routine has incentive value for many people and would be particularly helpful in motivating people with lower personal commitment to staff development than the teacher described in this proposal.

Although moderate fiscal incentives may not be strong motivators for teachers, there may be hidden costs for the district and hidden benefits for teachers associated with the very modest fiscal commitments by a district to support staff development. If the units received for

attending the university workshop on values clarification are acceptable to the school district, then most teachers' contracts call for an adjustment in a teacher's salary. The increased salary reflects the presumed increase in competency that was gained by attendance at the workshop. This kind of salary adjustment may actually result in a very impressive increase in earnings over a teacher's professional life. An example of how a dramatic increase in earnings takes place due to attendance at a university workshop is as follows. An increase in the annual salary for one year, for workshop attendance and attainment of a passing grade, may equal $100.00. Let us assume that the teacher is 30 years old, and will have a 30-year professional career. That $100.00 compounded at 10 percent per year, for 30 years (this would include cost-of-living increases and merit raises associated with the teacher's career) results in an increase in life-time earnings of $18,091.00. We may also estimate that each year a district pays benefits of about 15 percent of salary. Benefits include social security taxes, retirement contributions, long-term disability contributions, life insurance coverage, etc. A fifteen percent per year benefit rate would mean a total cost over the 30 years of this teacher's career of about $2,713.00. The true costs to a school district for a teacher with a 30-year career ahead of him or her is about $20,800.00 for attending this workshop. In the extreme case, where ten such workshops and college courses each resulted in a $100.00 increase in the teacher's salary, we would find an increase in life-time earnings for the teacher of over $208,000.00. These are not trivial costs for school districts, and these are not trivial incentives for motivating teachers to participate in staff development activities.

Research on staff development over the last decade (McLaughlin and Marsh, 1979; Greenwood, Mann and McLaughlin, 1975) has informed us that fiscal support was not the primary motivating factor for teachers' attendance at staff development meetings. Furthermore, fiscal incentives did not affect implementation of new ideas and programs. Nevertheless, it is our opinion as teacher educators that fiscal incentives play a greater role at present times than in the past, particularly as the discrepancy widens between the teachers' pay and the pay of other members of the white-collar work force. Thus, it might now

be appropriate to point out the real costs and benefits of even modest salary adjustments to teachers who may need some incentive to participate in activities deemed desirable by a school district. And, in evaluating this proposal, it is important for school district personnel to assess the real costs associated with a modest salary adjustment for this teacher.

Maintenance. This is the last condition of merit to be examined. Two issues are of concern when discussing the maintenance function: (1) maintenance of new knowledge, skills, or behavior after completing the staff development activity, and (2) support for new knowledge, skills, behavior from peers and the administrative staff of the school and district. First, we examine the issue of systemic maintenance. Will the school district have to commit funds for materials, workbooks, consultants, and facilities beyond what is specified in the proposal? Is it possible that the teacher's ability to practice newly learned skills will depend on special video tape equipment? What if frequent field trips, using the school's buses, were needed to implement the values clarification curriculum? Could the school district, and would the school district, meet those needs? What time commitments must be made to ensure that teachers learn to implement the new curriculum? Is the school district willing to provide that kind of support? Another question must be asked about a proposal such as this one: Can a two-week workshop accomplish the task? It may be necessary to begin thinking about the possibility that learning and perfecting this kind of curriculum could take more time during the school year than is contemplated in this proposal. Research has informed us (e.g., Greenwood, Mann and McLaughlin, 1975) that repeated try-outs, adaptation, staff discussions, and development of a local supplementary curriculum may all be required during the beginning of the project. A polished version of the values clarification curriculum in a junior high school social studies program for a moderately sized district may take two to five years. Such an endeavor may require a considerable commitment by the school district for maintenance of the innovation over that time. University programs of instruction, such as the proposed workshop, usually lack follow-up. It may be that special consultants will be needed to bring even this one teacher to an acceptable level of

performance. As McLaughlin and Marsh (1979) noted, there are "...serious questions about the roles that universities can play in school-based staff development programs. It is clear that packaged inservice programs, especially those offered without extensive classroom follow-up and teacher participation are not likely to be effective..." (p. 93). This proposal does not explicitly provide for meeting the maintenance function.

The second issue of maintenance refers to collegial and administrator support of the change in the participants' knowledge, skills and/or behavior. Although this proposal is teacher-initiated, it involves only one person. Little (1981) has observed that successful staff development programs occurred in urban desegregated schools when the norms for change moved from that of an individual enterprise to the belief that improvement is an organizational phenomenon at a site. She noted that

> To the extent that school situations foster teachers' recourse to others' knowledge and experience, and to shared work and discussion, teachers are likely to favor some participation in staff development; to the extent that they foster a belief that there is nothing to learn from others or that each teacher must pursue his independent course, staff development will hold little appeal.
>
> Staff development appears to have greatest prospects for influence where there is a prevailing norm of collegiality (p. 11).

It appears, therefore, that if this proposal for staff development in the area of values clarification is found to be of considerable worth, a school district might look toward greater involvement in the program than this single teacher in order to increase the probability of success. When collegial involvement occurs, the maintenance function is better served. "In short, staff development becomes less a question of development of individual teachers and more a question of organizational change" (Little, 1981, p. 36).

Summary. There are four conditions for judging the merit of a staff development proposal. These are the sensibility, variability, incentives, and maintenance conditions. For purposes of discussion let

us presume these conditions are, or will be, met. Thus, we can go on to address question four.

Question 4. Are the conditions of success being met? There are five conditions of success which need to be considered in judging a staff development proposal. These conditions include the objectives, instructor, diagnosis, application, and duration conditions (see Figure 3).

Objectives. We now ask whether the goals of this activity are known and shared by the providers and the recipients of the instruction and whether the activities are clearly related to the work of the recipients. The objectives condition has not been specified clearly in this proposal. We can assume that the university description of the values clarification workshop includes a statement of goals. This statement should be incorporated into a revised proposal. Universities and other providers of instruction have a rather poor track record when it comes to providing clearly stated objectives. Furthermore, even if the goals of a staff development program are stated, providers of instruction do not always deliver instructional programs that actually are tied closely to those objectives. School districts, which often foot the bill for such programs, courses and workshops, can do much to remedy this situation; for example, the districts could insist on clear statements of intended outcomes for courses they consider for credit. The development of hundreds of little mini-objectives for each course is *not* being recommended. But a clear paragraph describing the goals, methods, and procedures in the course would make communication much easier. McLaughlin and Marsh (1979) report that specificity of goals had a major effect on whether or not there was implementation of new ideas and behaviors.

> The more specific the teachers felt the project goals were, the higher the percentage of goals the project achieved, the greater the student improvement attributed to the project, and the greater the continuation of both project methods and materials (p. 79).

The objectives condition also requires that the staff development activities be tied closely to the work of the recipients. In the

proposal under review, the recipient will be a junior high school teacher, who will be working with a particularly sensitive age group. This teacher will also often have to work with particularly volatile curriculum issues for that age group (e.g., the limits of democracy, conformity and deviancy in society, advertising in America). The request for improved skills to teach values clarification appears, therefore, to be relevant to the work demands of the recipient. It should be noted that one of the reasons that Teacher Centers often generate so much positive response from teachers, is that this part of the objectives condition (the match between staff development activities and the work of the teacher) is almost always met (cf. Zigarmi, 1979).

Assuming that the objectives condition can be met, we now examine the instructor condition.

Instructor. Three issues should be considered when we evaluate the university personnel serving as instructors in this workshop. We should be concerned about their non-university teaching experience, their ability to communicate and their ability to model and demonstrate elements of what they teach. The instructor condition asserts that there is a higher probability of success if the instructors themselves have been "front line troops." (It is interesting to note the use of metaphors in education such as "front line troops," "in the trenches," or "having faced the enemy," when checking the credentials of an instructor or advisor. From these metaphors we see how some teachers view teaching, and why they are so demanding that the instructor condition be met.) If instructors have been or are teachers themselves, there may be less difficulty in having the instructors demonstrate an understanding of the contexts in which education takes place. The theoretician who discusses values clarification without providing realistic examples or experiences, or a management system for engaging in values clarification with 28-35 pubescent youngsters is not, in our estimation, the proper instructor for this curriculum. On this point, McLaughlin and Marsh (1979, p. 78) remark that:

> Ineffective consultants often furnished advice that was too abstract to be useful. In making a recommendation for improving project implementation, one teacher advised, "Be sure consultants know [the project] goals and some specific

> things to tell the teachers and not a lot of worthless generalizations and theory." Another teacher remarked, "I found most [of the consultants] to be completely lacking in their exposure to, familiarity with, and willingness to come in and work with young children. Many were good philosophically, but not practically, in the day-to-day approach and follow-up."

Once again, as we look at the potential for success, it appears that Teacher Centers have some built-in advantages. Whenever possible, teachers are the instructors of other teachers in Teacher Centers. The concerns about a lack of real world experience are, therefore, nullified.

Another issue raised when examining the instructor condition is the effectiveness of the instructor in communicating with adults. In the case of this proposal we only know that we have university personnel. As university professors we are well aware that our colleagues are used to teaching pre-service young adults. They are not always experienced at inservice education with individuals who may be the same age, or even considerably older, and may also be more experienced.

While discussing desirable characteristics of instructors who work in staff development we should add to the list the characteristic of "charisma." Or, at least, we should ensure that the instructors have a reputation for not being dull. Most readers of this report will have attended a national convention where papers are read in the style that is used by the learned societies. Imagine such a presentation at 3 o'clock in the afternoon, or on a Saturday morning, or for two weeks during a summer workshop. The model that the learned societies use to communicate information is rarely the preferred one to use in staff development. Staff development with teachers is, in many ways, no different than staff development with other professionals such as medical doctors, business executives or military leaders. The goals of staff development for, say, military leaders, are the same as they are for teachers. They are to learn new skills and behaviors. The presentations to the military as they engage in staff development include multi-media presentations, field exercises, computer games and simulations, extensive instructional packages for home use, and very strong incentives and sanctions. Too often, with the same goals in mind, teachers simply get lectured at.

Another desirable characteristic of the instructor condition is that of being able to *model* what recipients are expected to do in their own work settings (Joyce and Showers, 1981; Little, 1981). Joyce and Showers clearly scoff at staff development that concerns itself *only* with the transfer of knowledge about some phenomena. They note the critical importance of the modeling and demonstration form of teaching in any staff development program with teachers.

In summary, forward looking evaluation of the type being recommended here, that is concerned with the instructor condition, is designed to reduce the number of tragicomic tales of "experts" who cannot teach. Staff development is likely to be successful to the degree that instructors are or have been teachers themselves, are good communicators, and are able to model and demonstrate the teaching behaviors and skills they are trying to teach to others.

Diagnosis. Diagnosis refers to the degree to which the staff development activity--the university-provided values clarification course--takes into account individual differences among learners. This condition of success is not likely to be regarded as an important issue by the staff development providers. It is remarkable that "What we respect about children--variety, individuality--we fail to apply to teachers...People do learn in different ways" (Leiter and Cooper, 1979, pp. 121-122). The diagnosis condition is also addressed by Wood, Thompson and Russell (1981) who have analyzed critical characteristics of professional development programs. They recommend (p. 89) that "Inservice education should provide options for participants that will accommodate individual professional needs and learning styles (timing, sequence, pace, interests, goals, delivery systems)." The diagnosis issue is even more general than educational staff development. It is of concern to anyone interested in adult learning. Knowles (1978, p. 31) lists one principle of learning theory with adult learners that bears on this point: "Individual differences among people increase with age; therefore, adult education must make optimal provision for differences in style, time, place, and pace of learning".

Once again the Teacher Centers appear to have recognized this point. A major assumption underlying the Teacher Centers that have recently developed throughout our country is:

> "...that teachers, like students, have different needs at different times and...we see by the variety of activities offered by most teacher centers that teachers may need different kinds of support and different resources at different stages of their development, which is something that traditional inservice programs generally do not offer" (Zigarmi, 1979, p. 197).

For this staff development proposal, it is not clear how the diagnosis condition will be met. It should be addressed in a revised proposal.

Application. Application refers to the concreteness of the staff development activities and asks if the material is concrete enough to actually be useful in classes. We cannot judge the applicability issue of the values clarification activities from this proposal. But it is an issue worth addressing because experience tells us that the application condition is a very important factor in determining the success or failure of a staff development program. For example, Little (1981, p. 14) notes that

> School improvement is most surely and thoroughly achieved when: Teachers engage in frequent, continuous, and increasingly concrete and precise *talk* about teaching *practice* (as distinct from teacher characteristics and failings, the social lives of teachers, the foibles and failures of students and their families, and the unfortunate demands of society on the school).

Little (p. 19) continues her emphasis on the importance of the applications condition by pointing out that:

> In successful and adaptable schools, interaction about teaching is consciously and steadily focused on *practice*, on what teachers do, with what aims, in what situations, with what materials, and with what apparent results. The focus on practice makes the interactions [among teachers] more immediately useful and therefore more likely to be sustained. And crucially, a focus on *practices* as distinct from *teachers*

> helps to preserve self-respect and eliminate barriers to discussion; the *utility* of a practice is thus separated from the *competence* of a teacher.

Though teachers should not be treated as simplistic beings, only wanting a "practical," "applied" or "concrete" orientation to staff development (cf. Leiter and Cooper, 1979), there is no doubt that there is a need for more concern with the applied in teacher education. In their study of successful school innovations, Berman and McLaughlin (1978, p. 29) found that implementation strategies that focused on the application of ideas were best.

> Teachers required concrete, "hands on" training in translating often very general and fuzzy project guidelines, into classroom practice, and adapting project concepts to the reality of their particular situation.

Joyce's extensive career in staff development has led him to value the application condition in a special way. He has reviewed research on teacher education and staff development and concluded that most staff development efforts incorporate one or more of the following elements (Joyce, 1981):

1. Presentation of theory or description of skill or strategy.
2. Modeling or demonstration of skills or teaching strategies (see instructor condition above).
3. Practice in simulated and real classroom settings (this is the application condition, which according to Joyce is a necessary but not sufficient condition for training to take place).
4. Structured and open-ended feedback about performance.
5. Coaching for application--in classroom hands-on assistance with the problems of transferring new knowledge and skills to the classroom.

Joyce (1981; Joyce and Showers, 1981) estimated that fewer than 20 percent of the trainees master the skills in a training program if items four and five in his list of training characteristics are not included.

Application *in situ* appears to be very important, a condition noticeably missing in the staff development proposal presently under consideration. Application issues go hand-in-hand with duration issues, the condition we next examine.

Duration. By duration we mean that sufficient time has been allocated to the staff development activity. For the duration condition to be meritorious, there must be time to learn, practice, master, and apply the content of the staff development program. Too often staff development activities span just one or two days. Berman and McLaughlin (1978, p. 27) found that:

> Projects that concentrate all of their training efforts in one intensive session, or in sessions prior to project implementation, often do so out of concerns for efficiency and economy. However, for many projects, training of this nature was unable to provide the assistance teachers needed during implementation. The training and assistance needs of teachers change over time as they encounter new problems in their classrooms, and usually cannot be accurately anticipated. But even if it were possible to forecast the nature of staff training needs, training that treated issues before they became problems was usually not meaningful to project staff.

In summarizing a number of related studies McLaughlin and Marsh (1979) state that "professional learning is a long-term, nonlinear process." The values clarification curriculum under discussion is likely to be one of those curriculum areas that will need a good deal of time to develop and will show growth among the professional staff that is nonlinear. Without some realistic expectation of the length of time necessary to implement this kind of program, it is likely that disappointment about the results of the program will result. Wood, Thompson and Russell (1981, p. 88) address this issue clearly.

> Professional growth is a complex, human task. It requires a climate conducive to learning and change. It is based upon clear goals and objectives derived from careful needs assessment. It is promoted by the effective use of diverse resources. It includes opportunities for field-testing, feedback, and adjustment. All these things take time to achieve.

This staff development proposal fails to address the duration condition of success and should be revised.

Summary. The conditions of success have been discussed in reference to this proposal for support to attend a summer workshop that teaches value clarification to teachers. The chances are that this proposal would not fare well on the objectives, instructor, diagnosis, application and duration condition. Revision would certainly be called for in this proposal, and it is possible that the proposal would be rejected because it may not have a high probability of success. If the proposal is accepted and funded, it probably would call for more commitment from the district than first appears necessary. Apparently simple projects may actually require long-term fiscal commitments by a district. Such obligations are not always immediately obvious.

Readers feeling the need to learn how we analyze other and quite different staff development activities are encouraged to read our analysis of the proposal which follows. The reader interested in skipping further analyses of proposals should proceed to the summary of this section before moving to the next section of this Note.

Proposal B

A superintendent wants everyone in his district to learn the record keeping techniques necessary to comply with Public Law PL 94-142, the law Congress passed regarding the treatment of the handicapped in the schools. She recommends workshops for all her faculty in order to learn how to build Individualized Educational Plans (IEPs); how to document their teaching; how to document the learning of special students; and how to keep records of the meetings with school psychologists and the parents of special students. She asks her supervisory personnel in the district to learn the law, talk with community leaders, teachers' associations, and others, and then provide a curriculum for the teaching staff of the district.

Question 1. Is this a staff development plan? Using the heuristic presented in Figure 3 we note that by addressing three questions we can determine if the proposal is, in fact, a staff development plan. First, we ask if the plan is designed to change the thinking and behavior of

teachers. This plan certainly is intended to have behavioral consequences. Teachers are required to learn new skills. Second, we ask whether the plan is stated clearly enough to allow use of the mapping sentence. In this case the plan appears to be externally imposed so as to effect compliance of all the teachers in the district. The teachers have no choice about whether or not they want to participate in the activities. (As discussed above, activities that are externally mandated and oriented toward compliance have some negatively valued events associated with them. Some of these will become obvious in the discussion that follows.) The third question is designed to clarify who the participants are in this staff development program. The planners are the superintendent and her staff. The providers are as yet unspecified, but would presumably come from among the supervisory personnel of the district (curriculum coordinators, school psychologists, counselors, assistant superintendents for instruction, etc.). The recipients of this staff development program are teachers. The beneficiaries of this program may not be the teachers. It is alleged that the special education child and his/her parents are the beneficiaries. But it may be that the lawyers of the district, the civil rights investigators, and policy regulators from the United States Department of Education are the real beneficiaries. Teachers and students are beneficiaries only insofar as the techniques of record keeping, instruction and curriculum development that teachers learn influence teaching and learning in classrooms in some positive ways. In this proposal there appears to be very little overt concern about the special education students as beneficiaries. The evaluators are not specified in this proposal.

In summary, this qualifies as a staff development proposal. The proposal could be improved by a clarification of the roles played by each of the five kinds of participants in the project. This proposal may now be subject to forward looking evaluation using the criteria of worth, merit, and success.

Question 2. What is the worth of this staff development proposal? This difficult issue may be separated into three questions concerned with the relationship of the plan to educational theory, the morality of the plan, and the evidential base for the plan.

This proposal may be tied to an educational theory, but barely so. The ties exist because the IEP is, in fact, a technique that springs from educational theories about individualized instruction. Such theories have been prevalent in education for a long time. The teacher-parent conferences mandated by PL 94-142 are also supported in educational theory. Nevertheless, much of what will be taught to teachers in the workshop is not easily justified on the basis of any commonly accepted theory of education.

With regard to the second question, and based on our classroom experience, we believe that this staff development proposal can be justified as a good or proper thing to do only by recourse to the law and the need for compliance to that law. In this proposal there is no moral concern for possible harm. There is the possibility of a waste of resources (time in particular) and the development of negative attitudes by teachers. Experience with this kind of staff development effort indicates that negativism results when people are told that they must do things that they believe they have always done in new and stringently controlled ways. We have interviewed many teachers who feel this is true of the record keeping and paperwork associated with PL 94-142.

With regard to the third question, the proposal's evidential base, there is no indication that evidence about the effects of similar workshops has been examined. It is possible, however, that such evidence may not be available. But, if it were deemed important, an evaluation plan could be developed to examine if compliance oriented staff development activities, such as those included in this proposal, do actually lead to higher levels of compliance. It should be noted, however, that evaluative concerns may not be very important. This could be the kind of workshop that is given only once in this district. If that were the case there would not be much need for information relevant to formative evaluation.

Summary. There is some question about the worth of this proposal. It is not well grounded in theory. It is morally acceptable, though no convincing moral imperative exists. And, the evidential condition is not well met. It would be appropriate at this point in a forward looking evaluation to ask if the goals of the staff development program

are important enough to warrant the involvement of teachers in this way, or whether the same ends, if judged desirable, could be accomplished by some other means. If the decision is to continue examining this plan for staff development, we would move on and ask question 3, concerned with the possibility of success of the proposal, as we follow the heuristic presented as Figure 3.

Question 3. Are the conditions for merit being met? There are four conditions that enter into the judgment of merit of a proposal. They concern sensibility, variability, incentive, and maintenance.

Sensibility. In judging sensibility we have to decide whether the proposed activities fit the teachers' plans for their work and their classroom circumstances, and whether the activities are timely and personally valuable. It is not likely that this workshop will be viewed as high on any sensibility scale that is rated by teachers. Virtually all imposed record keeping tasks are seen by teachers as taking precious classroom time in order to meet district, state or federal regulations. Related to the issue of sensibility is the finding that among the predictors of success and of continuation of an innovation was an issue of merit--the nature of the teachers' participation in project decisions. Where teachers were involved enough to make the project "theirs," it was likely to be successful (Berman and McLaughlin, 1978). In this proposal no mention is made of having the teachers involved in the planning about how to implement PL 94-142. It may be that some new record keeping skills are, indeed, necessary for compliance with the law. In fact, teachers might look upon such a workshop as timely, given the large increase in mainstreamed students due to passage of PL 94-142. But without teachers' involvement in the process of determining whether those skills are needed and how, when and where those skills will be taught, there probably will not be high marks on the sensibility condition. Certainly, given the lack of involvement by teachers in planning there would not be any expectation that there would be a feeling of ownership of the project by the teachers of the district.

Variability. This staff development proposal is designed to treat all the participants alike, and it appears to be designed to ensure that identical procedures will be followed in every classroom. The variability condition will not be met in this staff development plan.

Incentives. There is no mention in this proposal about incentives. A staff development proposal should mention the fiscal and personal incentives which will motivate attendance at workshops and compliance with the goals of the workshop. As noted above, professional incentives are often more important to teachers than fiscal incentives, though the latter may be influential. This proposal for staff development will probably not appeal to the teachers' sense of professionalism. In that case, any monetary incentives may be greeted with the same kind of comments made by one of the teachers interviewed by Marsh and McLaughlin (1979, p. 75): "I'll go and I'll collect my $30 but I don't have to listen".

Maintenance. This proposal does not mention follow-up procedures. Follow-up of some kind would appear to be important because it is unlikely that all teachers will keep proper records in their classrooms at the end of the workshop. If this issue is judged to be important enough to bring together all the teachers in a district, it should be important enough to follow-up the staff development plan with classroom visits and feedback about the records being kept by teachers.

Summary. The four conditions of merit--sensibility, variability, incentives and maintenance--appear not to be well met in this proposal. At a minimum, forward looking evaluation would call for revision of the proposal. Given certain problems that have come to light in discussion of the worth and merit dimensions, it might be appropriate to halt the planning of the workshop.

Question 4. Are the conditions for success being met? There are five questions that affect judgments about the likelihood of success. These questions focus on the objectives, instructor, diagnosis, application and duration conditions associated with success.

Objectives. The objectives condition, while not discussed in this proposal, could be easily met. The proposed activities could be carefully analyzed, the goals specified, and then communicated to the teachers by the providers of instruction. The goals could be tied to the work demands of the recipients, most of whom will have increased contact with special education students, and all of whom must conform to the law.

Instructor. No mention is made of the instructor in this proposal for staff development. It is not hard to imagine meeting the instructor condition by having one of the best communicators in the district put in charge of the program.

Diagnosis. It is unlikely that this proposal seriously considers individual differences among teachers. Some teachers may already have the skills necessary. Some teachers may learn the skills in 20 minutes. Some teachers may have serious questions about special education issues. The basic proposal is, however, silent on provisions for recognizing teachers' individuality.

Application. It is likely that the application condition will be met since the skills to be learned are directly usable in carrying out the classroom tasks associated with the law.

Duration. Although the proposal is not explicit, it would be possible to conduct the workshops long enough to ensure that recipients have learned, practiced, and mastered the skills that are taught.

Summary. The proposal, generally, meets the conditions of success. This staff development proposal makes a very interesting case study because its worth is questionable, and the merit of the proposal is in doubt. Yet it appears that the activities could be carried out in a manner leading to success, should that be desired. The conceptual framework described in Section II of this Note helps us to identify a staff development project that might be successful, but is more likely to have difficulty because of issues concerned with merit and worth. This proposal should be given much more thought before any attempt to implement it is considered.

Proposal C

A principal of an elementary school requests funds to bring in a consultant to talk about time-on-task. The consultant is well known for her research and her ability to change peoples' behavior, both by her personal persuasiveness and her flashy public presentations. The proposal comes from the committee on professional growth, which is an elected group within the school, in charge of staff development. The committee plans programs for the school staff who are free to attend the

staff development activities. The committee also takes responsibility for evaluation by assessing the attitudes and opinions of the participants in staff development activities. The committee has been concerned that not every child is achieving as well as he or she could in school. Thus, they have requested $1250 to cover expenses and honorarium for a one-day visit by a person who may help them understand why children are not achieving more.

Question 1. Is this a staff development plan? By using the three questions concerned with whether or not this is a staff development plan we conclude that this is definitely a staff development plan. The activity is designed to change teachers' thinking or classroom behavior, thus meeting the basic definitional requirements of staff development. The proposal also is clear enough to allow use of the mapping sentence. The staff development activity is internally proposed, oriented toward remediation for a group of teachers at one school, who have the freedom to attend or not attend the meeting with the consultant. The participants in the staff development activities are easily identified. The planners of this activity are the teachers, as are the recipients. The provider is the famous consultant. The beneficiaries are the teachers and, hopefully, the students themselves. The evaluators are also the teachers.

Question 2. What is the worth of this staff development proposal? After examining the three questions associated with worth, we conclude that this proposal meets the criterion of worth. First, it fits within a defensible educational theory. Dozens of studies in the last few years have concentrated on the importance of attending, time-on-task, engagement, etc. The model of school learning (Carroll, 1963) that has guided much of this work uses student attention as one of its central terms. Second, the academic achievement of students is a proper concern of teachers. If they do not act in a heavy handed manner, do not harm students and/or do not elicit debilitating amounts of student anxiety, almost anything a teacher can do to increase achievement is considered to be proper. Third, and finally, there is evidence of the success of past staff development projects of this type with this famous person. In addition, these teachers have stated they will take responsibility for evaluation of the local workshop.

A review of the worth of this proposal brings up important issues for a district. For example, if it is a worthwhile project, one must ask why the project is limited to one school or to one visit by the consultant? It may be appropriate to think of other ways and other conditions for having this person discuss this topic with a broader base of district personnel.

Question 3. Are the conditions for merit being met? Four questions about merit are asked as we follow the heuristic presented in Figure 3. Most of the sensibility criteria are met when we learn that an elected group of teachers at one site requested the staff development program. It can, therefore, be assumed that the plan is perceived by teachers as sensible. We presume that teachers view these skills as high in utility. And it is likely that the topic is viewed as timely. The fact that the site is the unit requesting the program is an indication of merit, according to a number of studies.

In both the Rand studies of innovation and another study of educational change, reported by Williams (1979), it was found that the individual school site should be the focus of inservice education.

> Staff development, as the term implies, means the improvement of staff collectively, not of individual teachers. Because of the structure of our schooling system, the unit that potentially has the greatest unity, common purpose, and ease of communication is the school site (Williams, 1979, p. 98).

And McLaughlin and Marsh (1979) note that school climate was one of the more important factors in determining whether an innovation continues or not, after initial funding. Along the same line, Little's (1981, p. 9) study of staff development in urban desegregated schools found that the site was very important in fostering the norms for staff development.

> First, the school as a workplace proves extraordinarily powerful. Without denying differences in individuals' skills, interests, commitment, curiosity, or persistence, the prevailing patterns of interactions and interpretations in each building demonstrably creates certain possibilities and sets certain limits.

She goes on (p. 10) to stress that

> We are led from a focus on professional improvement as an individual enterprise to improvement as particularly an organizational phenomenon. Some schools sustain shared expectations (norms) both for extensive collegial work and for analysis and evaluation of and experimentation with their practices; continuous improvement is a shared undertaking in their schools, and these schools are the most adaptable and successful of the schools we studied.

Thus, when the norms of collegiality and experimentation are present, a condition of merit suggested in the proposal, the chances of successful staff development are high. Other conditions of merit, however, need to be addressed. Following the heuristic in Figure 3 we would next ask whether the proposal allows for variability. Will the provider(s) understand, as McLaughlin and Marsh (1979) do, that "professional learning is an adaptive and heuristic process" (p. 91)? The proposal is unclear on this point. Since an elected body of teachers have recommended the program, it is possible that they will be sensitive to the variability condition. They already show concern for one part of the variability issue by stating that teacher attendance at the workshops is voluntary. Nevertheless, the proposal is deficient in specifying how this condition will be met.

No mention of incentives is made in this proposal. This is a weakness, but the source of the proposal is a teachers' committee. A representative committee, democratically elected, selecting its own in-service programs, ought to be able to generate enthusiasm for its programs. Thus, professional motivation can be assumed to be operating. Such professional motivation is an important factor in the success of a staff development program. Teacher Centers, in particular, have capitalized on this kind of motivation.

> Teacher Centers...tend to rely on new incentives for encouraging teaching participation in the program of the center. It is assumed that teachers want to improve and are willing to participate in staff-development programs if they feel they are not alone, if they feel they can make a difference in their classrooms as a result of their

> participation, and if they feel their participation and efforts will be recognized (Zigarmi, 1979, p. 201).

The director of the Teachers' Center Exchange, Kathy Devaney, has pointed out that Teacher Centers make good use of teachers' intrinsic aspirations for collegiality and professionalism--resources that traditional in-service programs rarely can find (Devaney, 1977).

The final condition of merit is that of maintenance. The proposal does not mention the nature of the maintenance to be provided when the consultant leaves and techniques to change on-task time are tried out. It may be assumed that a teachers' group such as this will find ways to help each other maintain these new skills and behavior. But nothing to that effect is stated in the proposal. This is a weakness because we know that maintenance is an important factor in successful staff development. The list of critical characteristics of staff development programs offered by Wood, Thompson and Russell (1981) includes the reminder that "Inservice education programs should provide for follow-up and "on-call" assistance to educators as they use their new skills and understandings in the work setting after they have been trained" (p. 90).

Joyce and Showers (1981), as discussed above, argue this point by noting that staff development programs will show transfer to the classroom if "coaching" in classrooms is one of the elements of the staff development program. They claim that with the addition of in-class coaching, by peers or others, most teachers will learn to use the skills that they have been trying to master. Without such coaching, transfer of what is learned in the staff development program to the classroom is not likely to occur. This view of staff development as requiring some long-term commitment to maintenance makes it very unlikely that the one-day workshop by a consultant, however famous and however great a public speaker, would be funded without consideration of how after-the-workshop maintenance will be carried out.

Arguing for inclusion of the elements of practice (frequency) and time (duration) in staff development programs, Little (1981, p. 35-36) also addresses the maintenance condition by stating a proposition:

> The more opportunities there are to grapple with an idea, the more numerous the opportunities to practice it, and the more frequent the interactions with consultants and fellow teachers to resolve problems and review progress, the more likely that promising ideas will find their way into classroom practice.

The maintenance condition must be addressed in this staff development proposal if this condition of merit is to be met. It is likely, however, that with a concerned teachers' committee, some collegial method for fulfilling the maintenance function could be worked out and included in a revised proposal.

Question 4. Are the conditions for success being met? The heuristic presented in Figure 3 calls for five questions to be asked about the success conditions of the plan. First, we ask if the objectives condition can be met. Although the proposal is not explicit, the goals and objectives of this staff development proposal are easily made manifest. With regard to the instructor condition, it appears that the consultant is famous, in part, for communication skills. So that condition can be met. The diagnosis condition is probably met because teachers chose the topic of the staff development program. It is hoped that the needs, interests and abilities of teachers are accounted for whenever an elected group of teachers act as the planners of an agenda for staff development. The application condition is, likewise, of little concern when teachers have a voice in the choice of staff development activities. We note, however, that the fifth condition of success is not being met. This condition is concerned with whether there is sufficient time for mastery of the content of the program. Nevertheless, if the duration issue is brought to the attention of the planners of staff development, the condition could be satisfied with relatively little effort.

Summary. This proposal appears to have worth. It is now or could be made to be meritoriously conducted. And it could be modified so that it has a likelihood of success. This proposal could be improved by some modifications, particularly with regard to the variability and maintenance conditions associated with the dimension of merit, and with regard to the duration condition associated with the dimension of

success. Nonetheless, this might well be a proposal to expand and then approve.

Proposals D, E, and F

These three proposals will be treated very briefly, using a simple form developed from the heuristic presented in Figure 3. Our analyses of these proposals follow the restatement of the proposals.

Proposal D. A school board, faced with a court-approved desegregation plan, has allocated funds to conduct a four-day workshop on multicultural education for all teachers in the district. The workshop will be given before the start of the school year.

Proposal E. A principal requests funds for consultant help in the area of behavior modification to assist a tenured teacher who does not have the ability to control and manage a classroom.

Proposal F. A request is made by four music teachers for funds to go to the State Capital. They want to accompany the Junior High School Band and its director to the State Marching Band Finals competition.

Summary Analysis of Staff
Development Proposal D

Qualifications for Staff Development

1.1 Activity changes teacher's thinking or behavior? Yes.
1.2 Activity clear enough to use mapping sentence? Unclear.
1.3 Are participants clearly specified? They can be.

DECISION 1: Is this a staff development plan? Yes, but it is externally proposed, which often is troublesome, and it is unclear if the activity is to effect compliance, enrich, or remediate.

Worth

2.1 Consistent with theory? Yes.
2.2 Morally appropriate? Yes.
2.3 Available evidence used? Not presented.

DECISION 2: Is the proposal worthwhile? Yes, easily fits within theories about the role of education in a democracy and is morally defensible.

Merit

3.1 Sensibility? Probably acceptable to most teachers.
3.2 Variability? Not taken into account.
3.3 Incentives? Unclear.
3.4 Maintenance? Not planned.

DECISION 3: Is the proposal meritorious? There are problems with the conditions of merit.

Success

4.1 Objectives clear? Can be made clear.
4.2 Instructor appropriate? Unspecified.
4.3 Diagnosis performed? Lacking.
4.4 Application clear? Unspecified.
4.5 Duration sufficient? Unspecified.

DECISION 4: Is the proposal likely to be successful? The conditions for success are not now being met. The proposal in its present form should be reworked, particularly because of the failure to meet conditions of merit and success.

Summary Analysis of Staff Development Proposal E

Qualifications for Staff Development

1.1 Activity changes teacher's thinking or behavior? Yes.
1.2 Activity clear enough to use mapping sentence? Unclear.
1.3 Are participants clearly specified? They can be.

DECISION 1: Is this a staff development plan? Yes, but the teacher's willingness to participate is unknown and is an important consideration. This is a clear case of remediation.

Worth

2.1 Consistent with theory? Yes.
2.2 Morally appropriate? Probably.
2.3 Available evidence used? Can be found.

DECISION 2: Is the proposal worthwhile? Probably, though there are those for whom behavior modification is not acceptable. There is also the moral issue of pressuring an unwilling teacher into a special remedial program. The morality of having a known ineffective teacher in the classroom is also of concern.

Merit

3.1 Sensibility? Yes.
3.2 Variability? Can be variable in classroom application.
3.3 Incentives? Professional incentives high if voluntary participation occurs.
3.4 Maintenance? Not specified and very important in this case.

DECISION 3: Is the proposal meritorious? Yes, if the teacher is a voluntary participant. If the teacher is required to participate the issues are more difficult to decide.

Success

4.1 Objectives clear? Yes.
4.2 Instructor appropriate? Can be.
4.3 Diagnosis performed? Yes.
4.4 Application clear? Yes.
4.5 Duration sufficient? Unknown.

DECISION 4: Is the proposal likely to be successful? The conditions of success can be met. The voluntary or involuntary nature of the participation is the crucial condition, however, for judging whether the program is likely to succeed.

Summary Analysis of Staff
Development Proposal F

Qualifications for Staff Development

1.1 Activity changes teacher's thinking or behavior? No.
1.2 Activity clear enough to use mapping sentence? Not applicable.
1.3 Are participants clearly specified? Not applicable.

DECISION 1: Is this a staff development plan? No. There is no attempt to change a teacher's thinking or behavior. Thus, this proposal fails a basic definitional test. It is judged not to be a staff development proposal. If this request is funded, it should be for reasons other than staff development.

Conclusion

Based on the conceptual framework presented in the first section, a heuristic was developed and presented as Figure 3. We have illustrated the complication of the heuristic by analyzing six proposals for staff development. On the basis of this exposition, we have learned that:

- Decisions regarding staff development are enhanced when a proposal is (1) subject to a definitional test, (2) when the mapping sentence is used, and (3) when the participants are clearly specified.
- Judgments of worth are difficult, but such issues should be faced in order to minimize the possibility of ever doing harm, and to maximize efforts to defend the staff development program as theoretically sound. In looking at issues of worth it is commonly found that the evidential condition is ignored.
- By examining the conditions of merit and using the extant research and the knowledge gained from staff development personnel, informed decisions can be made about whether or not a staff development program is meritorious. Of particular interest when judging the conditions of merit is the likelihood of disregarding the conditions of variability and maintenance in most staff development proposals.

- Despite the fact that a proposal may be of dubious worth and merit, it is possible to include factors that often lead to success. As we analyzed staff development proposals we noted the obvious advantage that Teachers Centers have for conducting staff development because of their concerns for conditions that give rise to a high likelihood of success.

It is the opinion of the authors that the heuristic presented in Figure 3 works. That is, the heuristic helps people to make decisions about the potential for sponsoring worthwhile, successful and meritorious staff development programs. The heuristic works, in part, because it is used in conjunction with a rapidly growing body of written reports and anecdotal descriptions of staff development in the schools. The heuristic would work even better if it were based on a foundation supported more by research and less by anecdote and experience, however good and thoughtfully described these experiences may be. Research that could improve our knowledge about the merit and success of staff development programs is briefly described in the final section of this report.

IV. IMPLICATIONS OF THE FRAMEWORK FOR RESEARCH ON STAFF DEVELOPMENT

Much of the burgeoning literature in the area of staff development is based on personal experience, anecdotal reports, unsystematic observation, and other non-scientific means for explanation and prediction. As we mentioned in the Preface, this Note makes extensive use of these non-scientific methods. Such methods are not without utility (indeed we hope the Note proves just this point), yet they are often not the best means for understanding and informing others on the nature of empirical phenomena. A sophisticated research program is needed in the area of staff development so that conclusions and interpretations may be made as trustworthy as possible. In this final section of the Note, we examine the uses of the framework for generating a research agenda. The section concludes with a discussion of the nature of evaluation in staff development.

The Dimension of Worth

There is not a great deal to be said about research within the dimension of worth, for this dimension deals primarily with conceptual and ethical, as opposed to empirical, issues. The evidence condition is an exception, as it is concerned primarily with empirical considerations. Yet, because of the lack of sound research in staff development, the evidence condition is seldom met with ease. This absence of research is what we seek to rectify as we develop the research issues for the next two dimensions.

The Conditions of Merit

The merit dimension contains four conditions. They are sensibility, variability, incentives, and maintenance. Some research issues have already been raised in the course of illustrating the application of these conditions in the previous section. These issues are now more sharply drawn.

Sensibility. A research agenda for this condition requires analysis of the beliefs and intentions of teachers--before, during, and after exposure to different types of staff development. The critical research issue here is the notion of consistency. By consistency we mean the convergence of the teacher's actual beliefs and plans, and the implicit beliefs and explicit directions for classroom behavior suggested in a staff development activity. It would be informative to determine whether the degree of consistency influences the effectiveness of staff development. We have hypothesized throughout the discussion of sensibility that staff development activities consistent with a teacher's beliefs and intentions will be better received, implemented, and maintained. The validity of this hypothesis needs to be determined by methods more precise than those we have used here.

Another research question involves the relationship between sensibility and duration. It may be hypothesized that the greater the discrepancy between a teacher's beliefs and the expectations of a given staff development activity, the more likely it is that a long-duration activity will be needed if it is to be effective. On the other hand, the greater the consistency, the shorter the duration required for an effective staff development activity.

Elsewhere in this Note we suggested that staff development should be viewed in the context of organizational development, and that it appears to work unusually well when an entire school site is involved. How many teachers at the school site must be involved before an activity is likely to be effective? Is there a relation between number of teachers involved and degree of consistency? If, for example, 40% or 60% of the teachers perceived consistency, would this be a sufficiently "critical mass" to create an impetus for change? If 50% of the teachers within a school perceived an activity to be discrepant with their beliefs and plans, would this be a sufficient number to defeat the activity? We believe it would very helpful to have some sense of how the "critical mass" notion works with regard to consistency at the school level.

Variability. This condition refers to differences in the ways recipients participate in staff development, and whether they are encouraged to adapt what they learn to their unique circumstances. The most pressing research issue here is to distinguish those situations where variability is appropriate from those where it is not. For example, the developers of some curricula, such as the Distar reading program, have purposefully tried to discourage any adaptation in their programs. Standardized test administration is another area where variability seems highly inappropriate. Thus our hypothesis that staff development activity is more effective when teachers can adapt the techniques they are learning to their own circumstances must be tempered by the realization that not all staff development activities should undergo adaptation. Moreover, though we consider our hypothesis about the salutary effects of variability to be tenable, we recognize that some teachers may not want or may not be able to adapt what they learn. This possibility suggests another hypothesis for scrutiny: Teachers who are high in need for conformity or who have a preference for rule-governed behavior will be less concerned about adaptability than teachers who are lower in need to conform or who require less rule-governance.

A particularly tricky research problem is whether adaptations permitted by the variability condition yield superior or inferior performance on valued outcome measures. Given the history of research in education, it is possible that the outcome of a staff development activity could be markedly improved by teachers who succeed in adapting what they learn to their unique circumstances. On the other hand, carefully validated programs could be modified beyond recognition, such that their potential for improving teaching performance is severely hampered. The relationship between variability and program effectiveness deserves careful scrutiny by staff development researchers.

The term 'variability' also connotes variations in the ways recipients participate in staff development activities. The critical research issue here is the interaction between characteristics of teachers as learners and characteristics of the programs provided to

teachers. This research might begin by focusing upon selected individual differences among teachers as learners--such as whether a new teacher and an experienced teacher need the same kind, depth, or length of instruction in, say, classroom management. Other differences among learners that might moderate staff development decisions may include the verbal intelligence of teachers, years of experience at a grade level, self ratings of expertise in an area, pedagogical beliefs, decision making styles, and personality differences. Research questions about learner characteristics should be formulated so that their answers permit the development of guidelines for sensibly varying the ways recipients participate in the activities, without compromising the goals of these activities.

Incentives. Research that examines teachers' reasons for participating in staff development is a critical need. Is participation based on concern for professional improvement, compliance with administrative mandates, financial incentives, or some combination of these and other reasons? An understanding of these reasons would enable providers to use the most pertinent strategies to increase teachers' attendance at and commitment to worthwhile staff development activities.

Longitudinal studies of teachers' perceptions of their professional growth are needed, in order to determine whether staff development of a particular kind has significance at different stages of a teaching career. We have only recently begun to think of the careers of teachers as having unique stages of development. Longitudinal studies of teachers' perceptions of staff development at different stages of their careers may provide insights into staff development planning that we do not now have. Such research could also advance our understanding of the long-term effects of different types of staff development on career satisfaction and longevity in the teaching profession.

Fiscal incentives must also be studied for their value to motivate teacher participation in staff development. Furthermore, monetary incentives must be studied for their effects on changing teacher behaviors and maintaining this change. For example, little is known about the dollar amounts that teachers might consider fair for their attendance at mandated workshops during time that is customarily discretionary for teachers. We have scant knowledge of the power of

dollars, and their proper use in programs designed to foster change. Despite our ignorance of these matters, the use of monetary incentives for teachers appears to be increasing.

Research using cost-accounting techniques is needed if we are to gain an accurate picture of the dollar costs of staff development. The figures cited early in the previous section are very rough estimates; in fact, we have little idea of the true costs for staff development activity over the life of a given teacher, or for a district or a state for a given year. The direct and indirect dollar costs of staff development are likely to be enormous, and also wasteful given our ignorance of what constitutes effectiveness in this area.

Maintenance. We hypothesized that maintenance was one of the most important conditions for meritorious staff development. Though there is near unanimity of opinion among staff development professionals about the special importance of maintenance, the research basis for this hypothesis is practically nonexistent. The research agenda to study the effects of maintenance would include systematic variation in the *duration* of the maintenance systems used, systematic variation in the *type of personnel* used (e.g., fellow teachers, visiting district personnel, clinical personnel), systematic variation in the *timing of maintenance* (e.g., early, middle, late, or continuous), and systematic variation in the *form of maintenance* (e.g., classroom observation, group discussions at the school site, meetings with other practitioners in such settings as teacher centers). Research of this kind will aid in clarifying the the essential elements of effective maintenance.

The Conditions of Success

The success dimension contains five conditions. They are: objectives, instructor, diagnosis, application, and duration. For some of these conditions the research issues are not very significant. For example, there is not much to be said about the objectives condition. We asked only that the objectives be clearly stated, known to providers and recipients, and related to work demands on recipients. Though there might have been some question of the appropriateness of this condition twenty years ago, it seems quite unexceptional in these times. Thus we do not see any research problems with the objectives condition.

Instructor. The instructor condition is not in the same research category as the objectives condition, for there is much to be learned about this condition. The ability to teach adults is probably related to a general ability to teach. Warmth, organization, a business-like manner, clarity, fairness, etc. are now recognized as general characteristics of good teachers. Still, we know very little about the unique teaching techniques and personal experience needed to be a good teacher of, say, mathematics to adult mathematics teachers; or linguistics to adult reading teachers; and so forth. There seems to be something quite special about teaching an experienced teacher about teaching, especially when this instruction deals with the content field of the teacher. For example, what mathematics content is most needed by and helpful to a seventh grade math teacher; how is this content best organized so that the provider is modeling for the recipient how best to teach the content; what skills and techniques must be taught along with the content so that what the recipient learns is most likely to be reflected in his or her teaching of seventh graders? These are not easy questions but the answers are important.

We contended that staff development is more likely to be successful if the provider models what he or she is urging the recipient to do as a classroom teacher. Yet the necessity of modeling, in terms of the accurate reproduction of desired behaviors, is virtually unknown in staff development programs. In addition, the effect of modeling on the speed of acquisition of new behaviors and on the duration of behavior change is also unknown. These issues can be empirically studied. They are of general scientific interest, as well as important to enhancing the effectiveness of staff development.

Diagnosis. This condition is not, in our view, in need of a heavy research investment. Like the objectives condition, diagnosis is now accepted as a given for effective instruction. The close link between the variability condition of merit and the diagnosis condition has been mentioned several times. If any research consideration is to be given to diagnosis it should pertain to analysis of this link and to the issues already stated for the variability condition.

Application. There appears to be little need for research on this condition. As in the case of the objectives and diagnosis conditions, applicability to the classroom or school situation comes close to being a given in staff development. Some attention might be devoted to the link between application and sensibility, wherein the close connection we have hypothesized between these two conditions is checked against the evidence.

Duration. A set of researchable questions is apparent for the duration condition. The questions relate to amounts of time needed to learn and apply each critical segment of a staff development activity. For example, suppose a staff development activity had the goal of enabling teachers to increase the political awareness of their students. The teachers participating in this activity might be expected to engage in a reading phase, a small group discussion phase, a micro-teaching phase (using video tape recorders), and a classroom trial phase. The determination of the correct duration of each of these phases is an empirical problem. The problem is closely related to the maintenance condition for merit, another connection in need of careful analysis.

Each of the conditions of the framework has now been examined for its potential to generate significant research questions. Though there are many other research questions that might be raised, our purpose is accomplished if we have made clear how the framework is a useful device for eliciting significant research questions. Having addressed research issues, we turn to evaluation issues. Readers familiar with evaluation may recognize that we have assumed a somewhat different stance on evaluation from what is customary. We shall use the last few pages of this Note to make clear our position on evaluation, indicating how we believe the evaluation of staff development calls for an approach different from typical evaluation paradigms.

The Links Between Research and Evaluations

Given current fiscal constraints and the modest regard for staff development as an area of study, it does not appear likely that a comprehensive program of research on staff development will soon be forthcoming from a governmental agency or professional association. One

might question, therefore, whether this fourth section of the Note is moot. We think not. *Every* staff development activity must be evaluated--if only to satisfy the evidence condition of worth. It is our belief that many of the research questions raised here can be addressed within the context of local staff development evaluation. If each of the thousands of staff development programs were to be systematically evaluated, with provision of evidence on some of the research questions raised above, our accumulated knowledge about the important variables in staff development would be greatly enlarged in a relatively short span of time. Recently developed techniques for meta-analysis would allow researchers to combine data from the many studies, thereby yielding reliable knowledge about the conduct of staff development. To this end, we offer what we hope are some helpful ideas on evaluation, particularly as this concept applies to the staff development framework proposed here.

Nearly everything that we have written about evaluating staff development refers to forward-looking evaluation--to *anticipating* the worth, merit, and success of staff development activities. But what about an activity that has already occurred? How is backward-looking evaluation done so that this critical question can be answered:

> Did the activity constitute a meritorious provision of worthwhile knowledge, skills, and understanding to recipients who successfully used them as a basis for changing their thinking and classroom behavior?

The answer to this question is important for it not only satisfies the evidence condition for the activity that is being evaluated, it also provides evidence for anticipating the worth of the next activity. To obtain the answer, the evaluator would turn to four sources of information.

These sources make up the columns of Table 2. The first source is the information available from the forward looking evaluation. This information bears on the fulfillment of the conditions of worth, and to

Table 2

SOURCES OF INFORMATION RELEVANT TO FULFILLMENT OF SELECTED EVALUATION CONDITIONS

Conditions	Information Source I Forward looking evaluation	II Organization (Sponsor)	III Recipients	IV Work Setting
A. Worth				
1. Theory	X			
2. Moral	X			X
3. Evidence	X		X	X
B. Success				
1. Sensibility			X	
2. Variability	X		X	
3. Incentives		X	X	
4. Maintenance	X	X	X	X
C. Merit				
1. Objectives	X		X	
2. Instructor	X		X	
3. Diagnosis	X		X	
4. Application			X	X
5. Duration		X	X	X

some of the conditions of success and merit. If no forward looking evaluation took place, the task of determining worth, in particular, should be undertaken at this time, for this dimension is critical in the determination of the value of the activity.

The second source is the organization itself, be it a school, school district, state, or some other entity which acted as sponsor for the activity. Of interest here is the degree of organizational commitment to the activity, as determined by the provision of positive incentives, systemic maintenance, and ample time (duration). In other words, did the organization sponsoring the activity provide adequate and appropriate incentives, maintenance, and time?

The recipients themselves are the third source of information. This information is collected from recipients, through questionnaires, interviews, observations, tests, or other reliable means. The information so obtained is used to assess the degree of fulfillment of the conditions identified in Table 2. The work setting of the recipients is the fourth source of information. The data collected by monitoring the work settings is used to judge the degree of fulfillment for conditions in all three dimensions. The monitoring function requires that the evaluator visit the recipients' work settings. In these settings, the evaluator determines whether the activity is just and unharmful, whether it is open to variation by the teacher (in cases where variation is appropriate), and whether systemic and clinical maintenance are being provided. In addition, the evaluator appraises the applicability of the material learned, and whether adequate time is available to recipients for utilization.

After gathering the appropriate information from each of these sources, the evaluator analyzes it to determine the extent to which the selected conditions have been fulfilled. As more and more conditions are shown to be fulfilled, a greater value may be placed on the activity. When all or nearly all conditions are shown to be fulfilled, the activity may be judged of very high value. To so judge the activity is to contend that it was worthwhile, successful, and meritorious. The exception to this procedure is in those cases where some of the conditions can be shown to be inappropriate for consideration, as in the case of dropping the variability condition for a staff development program devoted to procedures for standardized test administration and scoring. Conditions eliminated for good reasons would not then have any effect on the final judgment of value.

Two Special Issues in Evaluating Staff Development

Readers familiar with evaluation theory and practice may be puzzled by the claims made in the last few pages. There we addressed the matter of evaluation without once referring to either (1) measurement of the actual attainments of the recipients in the way of knowledge, skills, and understanding, or (2) comparison of *this* way of doing the staff

Comparative evaluations. Turning to the second possible objection, the evaluation framework proposed here makes no provision for comparing one way of doing a staff development activity with some other way of doing it. For example, suppose a district desired a staff development program on mainstreaming the handicapped learner. There are probably several different ways to do it, and one of them might be more effective, and more efficient and cost-effective, than other ways. The evaluation perspective proposed in this Note does not permit such determinations. That it does not is a weakness. Yet this weakness may not be so great as it appears at first.

Let us assume that planners are aware of three or four different ways to put a staff development activity together. As each possibiliity is checked against the conditions for forward looking evaluation, our hunch is that one of them will emerge with a probability of greater value than the others. Or, the greatest probable value may be obtained by combining elements from the different possibiliities. We believe that the likelihood of finding two different approaches to the same activity, both with the same probability of high value, is remote. For this reason, we are not very concerned about the lack of mechanisms for comparing different approaches to staff development activities. In the rare case where each staff development possibility is distinctly different and each appears to be of equally high value, an extraordinary opportunity for summative evaluation exists. It will be recalled that in Section II we stated that a truly informative summative evaluation, as originally conceived by Scriven (1967), includes comparisons among programs. It is particularly informative when such a comparison is made between a recommended program and a simpler, cheaper, alternative. The planners and providers of staff development will be most responsible when an element of comparison between a recommended program and its cheaper, simpler alternative is part of an evaluation design. The results of any such comparative evaluation should provide information to decision makers about where they can save the scarce discretionary staff development money they have, and, where the costs must increase to get the benefits they desire.

These concluding remarks on the concept of evaluation are intended to make clear our view that the evaluation of staff development is a somewhat special and unique endeavor. We have tried to make clear that evaluation is an undertaking designed to determine the value of something. In the case of staff development, we want to know two things: What is the likely value of an anticipated activity? What is the value of an activity that has already occurred? These two questions may be expanded to address specifically what we mean by value. To wit: Is the activity likely to be a meritorious provision of worthwhile knowledge, skills, and understanding leading to successful changes in teachers' thinking and classroom behavior? Did the activity constitute a meritorious provision of worthwhile knowledge, skills, and understanding to recipients who successfully used them as a basis for changing their thinking and classroom behaviors? The definition of staff development, the mapping sentence, the analysis of participant roles, and the evaluation perspective combine to provide a means for answering these two questions. There are many loose and puzzling steps involved in addressing the question of value; these we have addressed as candidly as we were able. We think, however, that there is enough that is already clear and useful, enabling those who wish to do so to determine the value of staff development.

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